

June 1957

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# NATIONAL MUNICIPAL REVIEW

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Charter Ratified  
in Dade County

PUBLISHED BY THE NATIONAL MUNICIPAL LEAGUE

# National Municipal Review

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## *News of the League*

### Son Succeeds Carl H. Pforzheimer

Carrying on a family tradition, Carl H. Pforzheimer, Jr., in May became treasurer of the National Municipal League.

By a unanimous vote of the League's executive committee on May 3 he was elected to the office occupied for 35 years by his late father, who died April 4.

The younger Mr. Pforzheimer, also a partner in the investment firm of Carl H. Pforzheimer & Company, is a graduate of Harvard College and received his M. B. A. from the Harvard Graduate School of Business Administration. For two years thereafter, 1930-1932, he served as an apprentice in various banking institutions in France, Germany and England.

He is a director and treasurer of the Petroleum and Trading Corporation and director of the Franco Wyoming Oil Company.

Among other activities, he is a trustee of the Carl and Lily Pforzheimer Foundation, Inc., Horace Mann School, and Adoption Service of Westchester, Inc. He is treasurer of the Neustadter Foundation and of the Purchase Community Chest, secretary and chairman of the finance committee of Mt. Sinai Hospital, member of the Overseers' Committee to



Carl H. Pforzheimer, Jr.

Visit the Harvard University Press, Harvard Class Committeeman and Regional Class Agent.

During World War II, with the rank of colonel, Mr. Pforzheimer served in the army as chief, Foreign Financial Branch, War Department general staff, dealing with foreign exchange, military lend lease and liaison with State and Treasury Departments and Bureau of the Budget.

NML Executive Committee, meeting in Osborn Room of Carl H. Pforzheimer Building, left to right: Cecil Morgan, Frank A. Vanderlip, Jr., Robert H. Fouke, Richard S. Childs, Alfred Willoughby, John S. Linen and William Collins.



# Program to Stress Metropolitan Areas

The problems of metropolitan areas, often described as the most difficult of any faced by cities in this and future generations, will receive major attention at the 63rd annual National Conference on Government at Cleveland November 17 to 20.

League staff, with the cooperation of others, is arranging a number of sessions in which current experience in the solution of some metropolitan problems will be described. Half a dozen or more of the 25 Conference sessions will deal with some aspect of the broad problem.

Management and financial problems of cities and counties, methods and accomplishments of civic organizations and leaders, and means of modernizing state constitutions will be among the other subjects to be stressed at the Conference, all sessions of which will be held at the Hotel Carter, Conference headquarters.

The All-America Cities jury hearings, a major feature of the Conference, will be held Monday afternoon and Tuesday morning, November 18 and 19, with Dr. George H. Gallup, chairman of the League's Council, as foreman. The jury

will hear the spokesmen of the 22 finalists in the competition for the awards.

The annual business meetings of the members and of the League's governing Council will be held the morning of Sunday, November 17.

At various times during the Conference there will be workshop sessions, including the Charter Clinic at which consultant-draftsmen will trade experience, one on surveys of metropolitan areas, and one on election systems.

## *At U. S. C. of C. Sessions*

A number of men prominent in League affairs took part the end of April and early May in the 45th annual meeting in Washington of the Chamber of Commerce of the United States.

One of the principal addresses was delivered by U. S. Senator Barry Goldwater, NML regional vice president. W. Howard Chase, a Council member, moderated a panel session. Other participants were Regional Vice Presidents Mark S. Matthews, Thomas R. Reid, H. Bruce Palmer and Robert H. Fouke, and Council Members Harry T. Ice and Frank A. Vanderlip, Jr. Allen H. Seed, Jr., League assistant director, also attended.

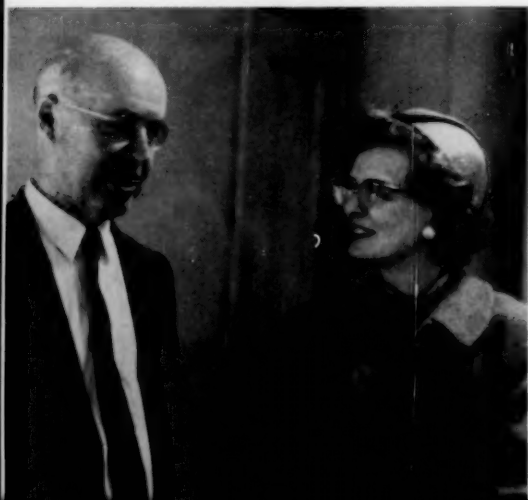
## *Named to Regents Board*

Harold S. Shefelman, prominent Seattle civic leader who last year received the League's Distinguished Citizen Award, has been appointed a member of the University of Washington Board of Regents.

## *Gage Elected to Board*

John B. Gage, NML regional vice president and former mayor of Kansas City, has been elected a member of the board of trustees of Kansas City University.

Mrs. Robert J. Stuart, president of the League of Women Voters of Washington (state) discussing problems of reapportionment of state legislatures with Richard S. Childs during a recent visit to the League office.





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## Editorial Comment

### A Controversial Question?

EDITOR'S NOTE.—The editorial below is reprinted, with permission, from the *Memphis Press-Scimitar* of April 10, 1957. It was written by EDWARD J. MEEMAN, editor of the *Press-Scimitar*.

**A**N INTELLIGENT man of high principle, the local manager of a national concern, a man who is capable of contributing much to the solution of his community's problems, was asked to express an opinion on a local issue. He said:

"For business reasons, we don't express opinions on controversial questions."

I was astounded, for I admire this concern for its enlightened policies and this view did not seem to be in keeping with them.

If all national concerns pursued such a policy, how could America function? For an increasing number of concerns are now national. And all important questions are "controversial."

Valuable service as it is to the city, it takes no courage to work for the Community Fund or the Red Cross or the Crippled Children's Fund. And no individual or corporation has discharged his obligation to his community if he stops with that. You have got to go on and tackle the "controversial questions."

It was "a controversial question" whether "governments derive their just powers from the consent of the governed," but men "pledged their lives, their fortunes and their sacred honor" to prove that they do, and the American Union came into being.

It was "a controversial question" whether "government of the people,

by the people and for the people" would "perish from the earth" but enough men were not neutral and the Union was saved.

National concerns exist and are prosperous only because this is a wide Union governed by its people who settle very "controversial issues" at free elections.

If the representatives of national concerns do not handle political issues, who is to handle them? There are not enough local concerns left to do the job adequately. If there is danger involved, there is less danger for the representative of a national concern, leaning as he does on the strength of a nation-wide organization, than for one connected with a purely local concern.

I have implied that it takes courage to tackle controversial issues. It does, not because there is any serious danger involved in so doing, but because people think there is.

Actually the real danger lies in being neutral. The person who will not take a stand, or the company that won't let its personnel take a stand, brands itself as afraid, and invites persecution from the assertive politician. The business or professional man or workingman who takes a stand is respected by the politician and less likely to be picked on. Even when his side is out of power, he is treated with respect, for the politician thinks: "His side might be in next time." And if a person takes his stand sensibly and with good humor, it doesn't hurt business, it actually helps business—it's good adver-

tising. I have had many opportunities to observe how this works and that's what I have found.

National concerns ought not only not forbid their local representatives to take sides on controversial questions, including politics; they ought to encourage them to do so. They ought to say:

"We hope you will study these questions and acquire some convictions. We don't care if you go Demo-

cratic. We don't even care if you become a New Dealer, just so you stand for something and work and vote for what you believe.

"If that means any risk or sacrifice on our part, we're ready—America is worth it. We don't think it will. We believe that the real danger lies in dodging responsibility. Somebody has to take it—and who is better fitted to do it than smart, successful people like us?"

## Inevitably, Why Not Now?

**S**PRINGFIELD'S (Massachusetts) Mayor Brunton told newsmen recently that the council-manager form of government is "inevitable" for his city if the budget situation worsens. Forthright Mayor Brunton should be commended for his strong recommendation of the council-manager plan as the answer to Springfield's pressing problem.

In the past 50 years many cities have turned to council-manager government to solve various crises and professional management has provided the blueprint for firm financial footing.

But why wait for the situation to become worse before acting? If the council-manager plan is inevitable for the solving of tough fiscal prob-

lems, as the mayor says, it would be even better to turn to it before the crisis develops. There can be no advantage in permitting city operation to hit bottom before corrective measures are instituted. The suggested plan for Springfield is a new council-manager charter which by promoting modern organization and administration would provide direction for an improved budget situation and over-all city operation.

The advantages of council-manager government are many, as the 1497 communities which now have it clearly attest. Mayor Brunton is right; council-manager government is inevitable for Springfield. The best time to take the first step toward achieving it is now.

# Boston Reawakening

Prudential's "city within a city" sparks a potential building boom counted on to remake downtown area.

By GEORGE B. MERRY\*

**H**ISTORY-drenched Boston is today poised optimistically on the threshold of modernization. Yes, after nearly three decades of comparative inertia on the local construction front the Hub city is again flexing its muscles in the dawn of a new era.

A fresh wave of genuine enthusiasm for Boston, its rich traditions and its unexplored potentialities, is now sweeping over the city like a cool summer breeze, dispersing the hovering storm clouds of doubt and hopelessness which have long darkened the financial outlook and dampened civic pride.

Perhaps the most significant event on the local scene in more than a century—the recent acquisition of a 32-acre tract in the Back Bay section, for a \$100 million "city within a city," by the Prudential Insurance Company of America—may have at last given Boston the impetus to crash through the "antique barrier."

Mayor John B. Hynes and other local leaders have hailed this development as "a symbol of the new Boston—a more attractive and pleasant place to live and work and a more

profitable environment for business and industry."

Scheduled to be completed within five years, the huge Prudential Center will be the world's largest integrated commercial development.

But this isn't the only evidence of Boston's reawakening. Several redevelopment and major construction projects are already under way or soon will be. And this may be only the beginning as America's oldest large city rolls up its sleeves and struggles to make up for lost time.

Although final plans have not yet been completed it is known that the Prudential development will be more than twice as big as New York's Rockefeller Center. The first and largest of the twelve structures to be erected will be a 40- to 50-story square-shaped tower office building to house the headquarters of the company's sales and investment operations in the Northeast.

Prudential, the third largest company in the world, will occupy only about one-third of the 750,000 square feet of available space. It is understood that several local firms have already expressed interest in renting quarters in the new glass and steel giant which will dominate the skyline.

When completed this 600-foot skyscraper will be the tallest structure in New England. Construction costs will be in excess of \$1 million a floor.

Other buildings planned for the

\* Mr. Merry has been a member of the editorial staff of *The Christian Science Monitor* since 1948. In 1953 he acted as the paper's city hall reporter and is currently a staff writer. Much of Mr. Merry's writing deals with municipal government; he has recently written for the *Monitor* a series of four articles on home rule.

site include a 6,000-seat municipal convention hall, a hotel that will be one of the city's largest, a complex of garden and tower apartments housing about 4,000 persons, a large restaurant capable of serving up to 900 patrons at a single sitting and a substantial number of stores and specialty shops. Underground parking facilities on three levels will accommodate about 5,000 cars. Escalators will provide easy access to buildings.

As part of the transaction by which Prudential purchased the low elevation train yards from the Boston & Albany Railroad, it was agreed that the main line tracks, now extending diagonally across the site, will not be disturbed. The east-west toll road across Massachusetts, now under construction, may be brought into Boston alongside the B. & A. route and one section of the eight-lane super-highway may pass beneath the "city within a city" parallel to the railroad tracks.

One of the most encouraging things about the Prudential Center is its freedom of space. Only 30 per cent of the area will be covered by buildings. Much of the site will be utilized for plazas and malls, enclosed glass-walled walkways, fountains, reflecting pools, sculpture and other esthetic features.

The proposed circular-shaped convention hall, to be built by the city, will cost between \$5 million and \$7.5 million. Negotiations are now under way with private interests to erect the hotel near the convention hall.

But even more important than the development itself, and what it will mean to the city in terms of new tax revenue and additional business, the

Prudential Center may represent a revival of faith on the part of outside interests in Boston and its economic future.

The city's financial picture has improved in some respects over the past few years but the immediate outlook is still far from rosy. Since 1930 the total real estate valuation, the Hub's main source of income, has dwindled from \$1,980 million to less than \$1,500 million.

#### **Tax Rate Soars**

During the past sixteen years the real estate tax rate has soared from \$39.60 to \$78.70 and there is general agreement it will push up into the \$80s this year. The cost of municipal government in Boston is still well above the average for cities of comparable size.

This fact has been spotlighted by numerous reports and surveys but little has been done to shave expenditures. In 1953 one of these analytical studies showed that Boston spent \$165.16 per person for general operations compared with an average of \$91.41 per capita among other large cities between 1946 and 1951. And, the situation has not changed appreciably.

In addition to this high overhead, which local citizens have come to expect, a large percentage of Boston's financial obligations are beyond the city's control. The overlapping debt and operating expenses for various metropolitan services apportioned by the state government are a constant drain on the municipal treasury. Boston is assessed 66 per cent of the operating losses of the state-owned Metropolitan Transit Authority, which also serves thirteen other cities

and towns. Last year alone the Hub's share of this deficit was over \$5.3 million.

Nearly 35 per cent of the assessed real property valuation in the Hub is now off the tax rolls because of increasingly large holdings by religious, educational, charitable or similar nonprofit institutions, or by federal, state and city governments. Boston has the largest percentage of tax-exempt property of any city in the United States.

Through the years there has been much criticism of local assessment practices and policies. Glaring discrepancies and irregularities have been spotlighted in various studies and reports. In spite of this, overvaluation, especially in downtown and commercial sections, is widespread.

Between 1951 and 1954 annual total abatements rose steadily from \$3.4 million to more than \$7.2 million. Since then, however, the amount of tax refunds has been gradually dropping off, but the city still has to pay back from \$4 million to \$5 million a year. And in 1955 alone the interest on abated taxes cost more than \$419,000 according to a Finance Commission analysis.

Within the past year the Hub has embarked on a program to revalue all commercial and income property. Designed to equalize assessments, reduce abatements, uncover weaknesses in the system and wipe out erroneous undervaluations, it is still too early to forecast how effective it will be in assuring a fairer and more equitable distribution of the tax load.

Another faint ray of sunshine in the lurking shadows from which Boston is trying to emerge is an im-

proved debt picture. Although the gross funded debt is still over \$123.7 million, an increase of \$782,000 over 1955, it is far from the \$150.9 million total at the end of 1949, just before Mayor Hynes took office. But even more encouraging, the city's net debt has been shaved to \$58.6 million, the lowest since 1923. In 1948 the net debt was \$98.9 million according to official city records. Today's net per capita debt is \$78.20, the lowest in 50 years. Ten years ago it was \$121.08.

#### Seek New Taxes

For some time Mayor Hynes and other political and civic leaders have urged new forms of taxation to help ease the mounting financial burden on the property owners but until recently nothing has been done. Now, Bay State Governor Foster Furcolo is seeking the enactment of a limited 3 per cent sales tax law. The governor contends that this levy would yield \$112.5 million, of which \$75 million would go to cities and towns. The Hub's share he estimates would be \$14.6 million annually.

Thus far it is not clear what action will be taken on this proposal.

Prior to this year only three projects of any substantial proportions have appeared on the Hub construction front since World War II. But unlike Prudential the companies responsible for these buildings have had their roots deep in the local economy for generations.

In 1951, when the local tax rate was only \$62.80, the skeptics were saying, "it just can't be done. No one wants to move into Boston and share in our deficit." Now, taxes are \$78.70 and headed upward but a dream of



civic leaders is soon to take shape against the Boston skyline.

Somewhat dwarfed by the multi-million-dollar Back Bay development are two urban renewal projects along the outer fringe of the downtown district. These include a 24-acre tract of land in the so-called South End and a 48-acre area in the West End between historic Beacon Hill and the Charles River. Both sections have been badly blighted for years and covered by congested, substandard buildings.

#### City-Federal Projects

Unlike the Prudential Center, in which no public funds are involved except for the municipal auditorium, the planning, demolition and land preparation costs of these projects are borne by the city and the federal government. Under the housing act of 1949 providing for slum clearance, Washington pays two-thirds of the initial expenses.

The South End site has already been cleared and the land sold. Twenty structures including two eight-story office buildings, modern quarters to house light industry, a retail shopping center and landscaped parking areas, costing \$30 million are planned.

Already close to several main transportation lines, the South End development will be adjacent to the multi-million dollar Central Artery, the inner belt road through the city proper, now nearly 35 per cent completed. Within the next few years it will be possible to drive right into the heart of Boston and park without encountering much traffic while avoiding the city's complex network of congested, narrow, one-way streets, thanks to this new superhighway.

Redevelopment plans for the West End area have recently received final federal approval and the official green light to begin land taking and clearance is expected within the next few months. At present buildings cover 72 per cent of the land mass which is dissected by numerous streets and alleys into more than 50 blocks.

A new middle-class residential neighborhood of high-rise apartment houses of modern design for about 2,400 families, a new church, branch library and stores are also planned. Fewer, but wider, streets and less land usage are other important features of this \$30 million project. A sales agreement has already been signed with the developer, Charles River Park, Inc.

At least one other urban redevelopment site, a 76-acre tract in the outlying Mattapan section, is virtually assured. Application for final advance planning funds is pending in Washington and approval is expected momentarily to proceed with this 1,000-unit residential project.

In addition, several other areas have been discussed as potential renewal projects. Recent cutbacks and curtailment of capital outlay grants by the federal government is likely at least temporarily to shelve additional redevelopment plans.

Meanwhile, there are several private construction projects worthy of note. Demolition is already under way for a fifteen-story, 200-dwelling unit apartment house overlooking the Charles River in Back Bay. Except for various postwar housing projects, this will be only the second important residential building erected in the Hub in more than eleven years.

The *Boston Globe*, one of the lead-

ing local newspapers, is building a new \$12 million plant in the Dorchester section near the city's outskirts.

Within a few blocks of the Prudential site, the old Hotel Brunswick is being razed and a \$4 million office building to house local operations of the IBM Company will be put up.

In the financial district at least two, and possibly three, new edifices are soon to get under way. These include a new home for the Blue Cross and Blue Shield programs and a \$6 million, thirteen-story structure for the Godfrey L. Cabot Company, the world's largest producer of carbon black.

#### **Civic Center Considered**

Particular interest has been generated in recent weeks by a plan for a new multi-million-dollar civic center in the Scollay Square and Dock Square section not far from the state capitol building and county courthouse. If approved, and the necessary funds are made available, this project would include a new city hall, federal office building, state office building, county court annex, plus various commercial buildings. Except for Faneuil Hall, which would of course be preserved, most of the structures in this sector are badly dilapidated.

Already there is widespread citizen support for the development, which might produce up to \$75 million in new valuation. Boston is now seeking legislative permission to borrow \$50 million in excess of its debt limit to begin the 50-acre civic center.

The city hopes to erect a \$20 million city hall to replace the present 93-year-old edifice and a \$30 million building for the United States gov-

ernment, under a lease-purchase agreement. Negotiations with Washington have been stalled for several months and the fruition of this project is still a question.

Several other projects for rejuvenating older sections of the Hub have been advocated during the past twelve months but thus far, at least, none has seen the light of day. Perhaps the most ambitious idea was a suggestion involving an 864-acre tract in the downtown section including the South Station, which would be the largest venture of this type in the nation. It would include new office buildings, retail establishments, a hotel and a merchandise mart.

Until last year only three downtown parking garages had been built in more than a decade. Now, five more are under construction and by January 1959 at least 4,000 additional off-street parking spaces will be provided, Mayor Hynes estimates.

During the next six years the Hub will spend \$128 million on new schools, libraries, public buildings, streets and recreation facilities, about 69 per cent of which will come from city funds. This will probably result in a gradual increase in taxes through 1962, city officials explain. "Boston is an old city and important capital improvements cannot be further postponed," they point out.

Few of the problems that now beset the Hub are brand new. Most of them have been building up for decades. Through the years studies have been made, reports written and speeches delivered spotlighting the situation but most suggestions were filed away where they have been collecting dust ever since.

(Continued on page 330)

# The Changing Firehouse

Combining of police and fire forces brings lower taxes, greater protection for citizens of Oak Park, Michigan.

By KARL DETZER\*

ONE day last June a woman in Oak Park, Michigan, found her basement full of smoke. She ran to the telephone, dialed the "fire number" posted beside it, and the phone rang at the Division of Public Safety in the city hall.

"My house is on fire!" the woman's voice cried. The desk sergeant snapped a switch that sounded two "beeps" on loudspeakers scattered through headquarters. The time was exactly 3:18 P.M.

"Where is the fire?" he asked the woman, then twice repeated the address, his voice going out to all parts of the station and to police cars on patrol.

The fire was a full mile from the city hall, where five men were on duty in the combined fire and police department. They were the lieutenant in command of the shift, a detective checking stolen property lists, a desk sergeant who doubled as telephone and radio operator, and the drivers of the city's two fire engines.

Like the other men at headquarters, the two engine drivers were hard at work, one filing fingerprints, the other typing complaints in the police record room just off the fire-apparatus room floor. No firemen were just sit-

ting around, wasting time playing cribbage, taking a hand at pinochle or watching television as they do in nearly all of the 2,500 American communities with paid or part-paid fire departments.

When the call came in the men raced for the engines.

Out on the streets a sergeant and four public safety officers were cruising in radio-equipped police cars. Each carried not only handcuffs, traffic-ticket books and a revolver, but a fire helmet, slicker and boots in a canvas sack in the back seat. In the trunks of the cars were racks of extinguishers and other firemen's tools.

Also out on the streets in radio cars at the moment were the city's juvenile officer, a second detective and the fire marshal, who was returning to headquarters from a routine inspection.

At 3:19, precisely 60 seconds after the housewife sounded the alarm, a booted, helmeted fireman-policeman charged into the smoky house, a 2½-gallon extinguisher in his hands. His radio car had been just a block and a half from the fire when the alert sounded. Two other cruisers, the juvenile officer and the fire marshal were at the scene less than two minutes after the alarm. Thus five trained men were on hand before any fire truck could possibly arrive.

The blaze was out when the first engine pulled up at the hydrant near-

\* Mr. Detzer is roving editor for the *Reader's Digest*. This article is reprinted from the *Digest* for October 1956. It was copyrighted 1956 by the Reader's Digest Association and is reprinted here with permission.

est the house. The second engine, slowed by a traffic jam, still had four blocks to go when it was ordered by radio to return to headquarters.

Oak Park, a city of 31,000, covering nearly  $5\frac{3}{4}$  square miles, is the largest American community<sup>1</sup> to integrate its police and fire departments completely and successfully. Municipal officers of cities and towns from coast to coast are watching its record with interest, for fire and police protection are among the more expensive municipal necessities. More than eight out of every ten dollars spent on police and fire departments in nearly every city go to wages and salaries, so better utilization of manpower can mean substantial savings.

#### Fewer Men — More Work

Statistics prove that fewer men can do more work when fire and police departments are integrated. The average number of firemen and policemen in 81 cities of a size comparable to Oak Park and with separate departments is 98. Oak Park gets along nicely with 53 officers and two girl clerks. The national average per capita cost of fire and police forces in cities ranging from 25,000 to 50,000 population is \$14.49. Last year Oak Park spent only \$10.61 per capita, a saving of approximately \$120,000.

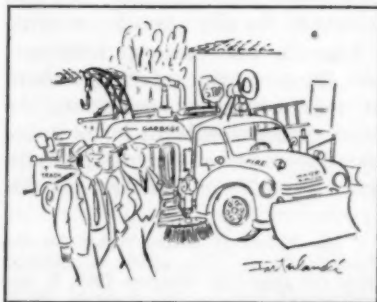
Many fire chiefs and commissioners oppose the plan, which naturally would reduce the number of fire chiefs and commissioners. They point out that Oak Park is a new, clean city without slums, that it has an

excellent building code, and that such a city needs fewer firemen and policemen. Yet a survey of ten similar communities scattered across the nation, all approximately the size of Oak Park, shows that these communities use 50 per cent more manpower in their separate fire and police organizations.

In most cities of Oak Park's size firemen put in a 72-hour week, which includes the time they sleep. Some city departments average three hours a week at "housekeeping" duties, two more hours polishing the apparatus and making minor repairs, two hours at drill, perhaps three hours attending to fires. That leaves 62 hours a week for which they are paid for idle time.

In Oak Park's division of public safety, the men work eight-hour shifts with assignments changed regularly, so that every officer is familiar with every type of duty in the division. Every officer is trained in both police work and fire fighting and all officers are sent out on patrol or put to work at routine office jobs which in most cities are handled by civilian clerks.

Policemen in cities of Oak Park's class average 42-hour weeks—the



From Western City

"That's our new utility vehicle. . ."

<sup>1</sup> Dearborn, Michigan, (1950 population 94,994) has recently announced that its police and fire departments will be integrated.—Editor.

same hours put in by all Oak Park public safety officers. Thus by putting all men to work the whole time they are on duty, Oak Park is able to keep three or four additional policemen on the street without increasing the size of its force.

Like most small cities, Oak Park has few fires. They occurred last year at the rate of one every 46½ hours, including grass and brush fires easily extinguished by one or two men. Fires in buildings called out the apparatus on an average of only once every 87½ hours.

It has long been an axiom of fire fighting that the first three minutes are most important and the Oak Park scheme of having well equipped patrol cars on the road places several firemen at the scene, usually in less than half that time. The patrols also prevent many fires by being on the lookout for safety violations.

#### **Plan Meets Opposition**

Efforts to combine municipal safety services have met with fierce and often unreasonable opposition from fire officials and from the firemen's union. But now a dozen or more American communities, intent on getting better public safety organizations at lower cost, are trying out various types of integrated departments—among them Glencoe, Illinois; Sunnyvale and Buena Vista, California; North Augusta, North Carolina; Fort Lauderdale, Florida; Grosse Pointe Woods, Michigan.<sup>2</sup>

Oak Park first attempted to combine its forces in 1951, but the local board of police and fire commissioners protested so violently that the matter was dropped. Two years later

the citizens adopted a new city charter which eliminated the board. Then the council and city manager again went to work, and in September 1954 the new combined safety department was established.

The saving in personnel permits the payment of higher individual salaries, and this attracts better officers. A man in the ranks in Oak Park can make \$5,240 a year after only 21 months' service—nearly \$1,200 higher than the average maximum salary in most cities in this population group. Entrance requirements are high and politics has no finger in appointments, promotions or assignments. This, too, attracts a better type of recruit. Unlike many cities that have difficulty filling vacancies at prevailing low wages, Oak Park has a waiting list of qualified young men.

Each recruit undergoes a month of training before putting on the uniform, a requirement unusual in small cities; each must pass stiff mental and physical examinations, followed by six probationary months of work under the supervision of an older member of the force. Exacting examinations for promotion include the rudiments of criminal law, the rules of evidence, court procedures, traffic control, fire prevention and fire-fighting techniques, vehicle maintenance and juvenile psychology.

The success of the Oak Park scheme has brought offers of jobs to ranking members of the public safety division from communities planning to integrate their departments.

"That's fine with us," says Oak Park's Safety Director G. S. Leonard,

(Continued on page 313)

<sup>2</sup> See also page 302, this issue.—Editor.



# The San Francisco Idea

Coast city shows satisfaction during quarter century experience with strong chief administrative officer.

By JOHN M. SELIG\*

SAN FRANCISCO has just completed a quarter century of experience with a local management innovation—the chief administrative officer. This official is a super department head with less than administration-wide jurisdiction. The position establishes a variant form of mayor-council government, a novel approach to executive management of a larger American city.

Local interest in governmental reform in the city-county of San Francisco existed for at least a decade before a new charter was adopted in 1931. Much discussion during this period centered on strengthening the executive—whether mayor or manager—by shortening the ballot, increasing the executive's power over operating departments, taking from the board of supervisors<sup>1</sup> its strong administrative powers, providing modern financial control through an executive budget, central accounting and purchasing systems. Finally, because the political interests could not agree upon amendments which would insure worthwhile reform, the board of supervisors called an election in August 1930 to select a board of freeholders to draft a new charter.

Although executive organization

was the broad issue around which freeholder discussion centered during almost four months of deliberation, the board early decided upon mayor-council government. Its members voted thirteen to one to establish an administrative officer who should, subject to mayor or council, prepare the municipal budget and have such other powers as the freeholders approved. This resolution was later extended and clarified to provide for two important officials—the controller and chief administrative officer.

The charter spells out in detail the powers, functions and limitations of the chief administrative officer. The mayor was authorized to appoint to the position a resident of California for the preceding five years who had administrative and executive ability and experience. The chief administrative officer is subject to recall. After a public hearing he may also be removed on charges by a two-thirds vote of the board of supervisors.

This official was given immediate supervision of ten (now nine) city-county departments and other duties added by ordinance. He passes upon and may revise the budget estimates of his departments. Except for a public improvement or capital expenditure, neither the mayor nor supervisors may increase his departmental budgets, although either may decrease them. Except for purposes of inquiry, the mayor and board of supervisors must deal exclusively

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<sup>1</sup> The board of supervisors is the legislative body of the consolidated city and county.



with the chief administrative officer concerning his departments. The board of supervisors, its committees and members, must refrain from any interference with administration.

During a two-month period the board of freeholders gradually developed the departmental structure under the chief administrative officer. Four positions removed from the ballot—county clerk, public administrator, recorder, tax collector—were grouped with the registrar of voters to form the department of finance and records. Other departments placed under the chief administrative officer were: agricultural inspection, coroner, county welfare, electricity, public health, public works, purchasing, real estate, weights and measures. The incumbent coroner, county clerk, public administrator and tax collector—formerly elective officials—were given lifetime appointments.<sup>2</sup> The chief administrative officer has the right to appoint four department heads who serve at his pleasure: the purchaser of supplies and the directors of public health, public works, and finance and records. Contracts for public works or purchases which exceed \$2,000 require the chief administrative officer's approval. He appoints the health advisory board and was chairman of the now extinct street traffic advisory board.

The chief administrative officer's itemized budget for publicity and advertising, which has averaged over \$265,000 annually since 1932, must be approved by the mayor and board

of supervisors without change except as to the total amount requested. The Publicity and Advertising Fund, which was created to encourage the location of industry in San Francisco and its environs and to stimulate tourist trade, is spent in subsidies to civic agencies, convention contributions and for entertainment of visitors. Because of his independence and discretion in determining recipients of Publicity and Advertising Fund aid, the chief administrative officer possesses a continuing element of political power. Although some defend the fund as a blending of public and private effort in promotional activity, others assail it as the last residue of "political sugar" in the city's treasury.

#### New Plan Approved

The charter was approved by the voters in a spirited election. Opponents concentrated their attack upon the chief administrative officer, who was described in the press as a city manager in disguise, a Caesar, a czar, a potential political boss, possessed of autocratic authority and despotic power. Attention was directed to the selection and tenure of the chief administrative officer, his appointive power, as well as his insulation from legislative interference. Defenders of the charter countered the city manager myth and the dictator charge by noting the controls which the mayor, board of supervisors and voters retained. They justified the position as a business management structure which would produce coordination, efficiency, economy and non-political administration.

Mayor Rossi appointed Alfred J. Cleary, his executive secretary, as

<sup>2</sup> Charter provisions which removed the auditor, coroner and county clerk from the ballot were upheld by the Supreme Court in *Rand v. Collins*, 214 Cal. 168 (1931).

chief administrative officer. Mr. Cleary had advanced through the local civil service to chief assistant engineer, followed this with a ten-year period as a consulting engineer, and then had been the mayor's executive secretary for ten months. When Mr. Cleary died in 1941, Thomas A. Brooks was appointed chief administrative officer. Mr. Brooks, employed by Pacific Telephone and Telegraph Company for 29 years, had served since 1932 as purchaser of supplies under appointment of Mr. Cleary.

Background, viewpoint and personality perhaps account for the different political behavior which characterized the two individuals who have served as chief administrative officer. Mr. Cleary, because of his earlier identification as well as his continuing close political association with Mayor Rossi, never achieved independent political status in the public eye; Mr. Brooks gained this recognition as an important business-type executive under four mayors. Where Mr. Cleary spoke daily as the mayor's representative at banquets and civic functions, Mr. Brooks declined service on the "chicken and peas circuit." Where Mr. Cleary and the mayor closely collaborated and often decided questions which were within the chief administrative officer's exclusive power, Mr. Brooks has acted independently.

When Mr. Brooks, who had entered city service because of the mayor's friendship, would not appoint the mayor's son-in-law as purchaser of supplies, Angelo Rossi was most unhappy. Mr. Brooks and Mayor Robinson occasionally disagreed on traffic and transportation planning, budget and the lengthening of the

ballot. Because Mr. Cleary rarely appeared there, his department heads usually attended the board of supervisors' meetings: Mr. Brooks has attended board meetings and has customarily spoken for his departments.

The two men who have served as chief administrative officer acted similarly on some things. They publicly stated their views on certain currently important political issues—on public works, public health and proposed charter amendments which affected their office. Rather than assemble their department heads for collective meetings, they spoke individually with those who had problems. Neither man strongly advocated the placement of additional departments under his supervision. Because both men understood city hall politics they usually made decisions which were politically acceptable.

#### **Charter Changes Fail**

The board of supervisors refused to submit to the voters several proposed charter amendments concerning offices under the chief administrative officer. These centered mainly around three ideas: consolidation, reorganizing the health department and lengthening the ballot. Merger of the elective treasurer and the tax collector into a single appointive official under the chief administrative officer has been frequently advocated.

Proposals for change in the health department date back to 1936 when the director suggested a six-year term appointment. In 1946 the County Medical Society recommended that the health department be made independent of the chief administrative officer. Mr. Brooks, supported by Mayor Robinson, urged creation of

an institutions department from within the health department and its placement under a director appointive by the chief administrative officer.

Through its advocacy of a longer ballot union labor has repeatedly come into conflict with the existing structure. This group wishes to make elective several officers whose positions were placed in civil service under the chief administrative officer in 1932. Extension of the ballot to all or some of these positions was twice supported unsuccessfully by Mayor Robinson but not by Mr. Brooks and those favorable toward civil service. The 1952 Grand Jury suggested placement of some departments operated by commissions under the chief administrative officer.

#### CAO Loses Department

Infrequent, but not unimportant, charter changes have occurred within the chief administrative officer structure. The voters removed the welfare department from his jurisdiction and placed it under a mayor-appointed commission. This change was advocated as providing the best administrative medium for working with other government levels in performing an expanding function. Loss of the welfare department was not viewed as a weakening of the chief administrative officer because that department had generally operated under state law and thus had been largely free of his control.

The street traffic advisory board was under the chairmanship of the chief administrative officer. Voter action in abolishing this board provided burial for an agency which was always impotent and moribund because the power to control traffic was

placed exclusively in the police commission.

As the first step in preventing impending retirement for age, the incumbent coroner got the board of supervisors to submit a declaration of policy on whether his office should be made elective again. The voters opposed election of the coroner. An amendment was passed to permit the chief administrative officer to unite the registrar of voters with the recorder. This sanctioned an administrative merger which he had already instituted. In 1947 the chief administrative officer was given membership on the city planning commission. In none of the voter actions described was the chief administrative officer personally under attack.

With an eye to Mr. Brooks' apparent nearness to mandatory retirement for age, the Citizens' Committee for Charter Revision held hearings and prepared an amendment on his office. This amendment provided that the chief administrative officer be nominated by the mayor and confirmed by a majority of the board of supervisors. It eliminated the five-year California residence requirement. This official would be removable by the mayor and a majority of the supervisors or by a two-thirds vote of the board alone. An acting chief administrative officer was named to serve during vacancies. Although Mr. Brooks did not publicly oppose the amendment, his silent disapproval was both well known and influential. By a margin of slightly more than two to one the voters defeated this amendment in November 1954.

As subsequent events showed, Mr. Brooks' retirement was less imminent

than was anticipated. During his successful 1955 campaign for mayor, Board President George Christopher urged that Mr. Brooks be continued in office beyond mandatory retirement because of his value to the incoming mayor. In December 1955, the board of supervisors unanimously approved an ordinance which permitted Mr. Brooks to serve for two years after his attainment of retirement age. The day after Mr. Brooks resigned his office and withdrew from the retirement system, Mayor Christopher appointed him to a two-year term as chief administrative officer. Mr. Brooks' new appointment and tenure were challenged in a suit in which the Superior Court ruled that the ordinance was contrary to the city charter. The chief administrative officer continues to serve while the case is on appeal.

#### **Position Evaluated**

Any evaluation of the position of chief administrative officer should consider more than charter-given powers, because the strength or weakness of the office depends on a number of factors. Mention has been made of the powers of the mayor and board of supervisors over legislation, the chief administrative officer's budget and even his tenure.

Because San Francisco is strongly civil service staffed, he has little appointive power—four executive positions. The controller, through his accounting and auditing functions, checks the legality of all expenditures. The limited fiscal and personnel powers of the chief administrative officer are strictly within the nine departments which he supervises. Departments headed by elec-

tive officials or by commissions (police, fire, utilities, recreation and park, civil service, etc.) appointed by the mayor, are free of his influence except when they use services provided by one of his departments. Normally such inter-action of departments would follow administrative regulations in force rather than raise questions of high policy.

These limitations are counter-balanced. Administration is safeguarded against interference by either the mayor or board of supervisors, who, except for inquiry, must deal exclusively with the chief administrative officer regarding his departments.

Important taxpayer groups have been satisfied with the way Mr. Brooks has distributed the Publicity and Advertising Fund as well as how he has maintained public services while holding down costs and promoting economies. Within his departments he has limited the increase in employment to an extent not found elsewhere in the city-county government. This is significant because he supervises three of the city's larger spending departments—public works, public health and purchasing.

Mr. Brooks is viewed as an elder statesman at city hall. This recognition probably stimulated him to consider moving from his administrative post into the 1947 race for mayor. Several times civic leaders thought of Mr. Brooks as an ideal candidate for mayor. During an eight-month period prior to the 1947 election, Mr. Brooks publicly considered filing his candidacy. There are three explanations for his withdrawal from the race: inability to persuade Mayor Lapham to accept his selection for chief administrative

officer, failure to get united election support and his statement that he could give greater public service by remaining in his present position.

#### **Little Opposition**

Although many informed persons feel that the position of chief administrative officer should be changed before Mr. Brooks' successor is appointed, opposition to the existing structure has never been strong enough to threaten its continuance. The first important attack was made by Mayor Elmer Robinson between 1953 and 1955. Eager for power and frustrated by charter limitations, he attacked the division of executive authority. Mr. Robinson stated emphatically that the split in executive power prevented him from exercising the governmental leadership and control which the voters should get from their mayor. He favored strengthening the mayor by eliminating the chief administrative officer who, he asserted, was beyond control by the city's elected officials.

Some competent observers favor appointment of the chief administrative officer for a fixed term or to serve at the pleasure of the mayor. This

would increase the mayor's power and might lead to strengthening the chief administrative officer by giving him supervision of most, if not all, city-county departments.

Some framers of the charter viewed the chief administrative officer as a base upon which council-manager government could ultimately be built. A quarter century of experience indicates that realization of this objective is unlikely. Many feel that democratic control would be advanced if the chief administrative officer were removable by a majority of the board of supervisors. The only reorganization amendment ever submitted was overwhelmingly defeated by the voters in 1954.

Today the voters, press and political interest groups generally approve of San Francisco's chief administrative officer. While appreciating Mr. Brooks' fine service, some realize that his life-term successor could be mediocre administratively though politically shrewd. In spite of this, the chief administrative officer is San Francisco's contribution to the current discussion of municipal top management.



# News in Review

City, State and Nation . . . . .

Edited by H. M. Olmsted

## Huge Grist of Laws in New York State

### Legislative Failures Offset Achievements

**T**HE New York State legislature dealt with a vast number of bills in its 1957 session, comprising the first three months of the year. Out of 7,888 introduced, 1,047 became law with the governor's signature; but many desirable measures failed of adoption.

In a review of the legislature's work Dr. George H. Hallett, Jr., executive secretary of the Citizens Union of the City of New York, points out that not only were the legislative majorities and Governor Harriman of different political parties but the rival leaderships of the two houses made them as independent of each other as if they had been controlled by different parties. "As a result comparatively little that was bad got all the way through, but much that was good and important fell by the wayside." He states further:

"One of the best things the legislature did was to set up a joint legislative committee on its own procedure, which is badly in need of overhauling. This was prompted by a record number of bills introduced—3,673 in the Senate, 4,215 in the Assembly, for a total of 7,888, many of them duplicates but requiring the same attention and expense as originals.

"The most preposterous situation awaiting the committees' attention related to the Assembly Committee on Ways and Means. To this one committee were referred no less than 1,241 Assembly bills, disregarding the additional but much smaller number that came over from the Senate. To make matters worse, the committee did practically all its work in a

five-week period between the time when the budget was submitted and the time when the Committee on Rules took over the work of all committees. . . . The congestion in the Assembly Rules Committee and the Senate Finance Committee was only a little less bad.

"As usual the legislature got off to a slow start and took most of its official actions on important bills within the last two weeks. All of 1,100 bills went to the governor within ten days of adjournment and had to be processed by the governor within the 30-day period after the legislators went home—an average of 37 a day. During the three months before adjournment he had to act on only 223."

Among new laws in the general governmental field are the following:<sup>1</sup>

Several measures to simplify the operation of permanent personal registration and decrease its cost, including one reducing the excessive, expensive and ineffective provisions for house-to-house canvass while leaving ample safeguards, and one to permit election districts to be combined for local registration purposes after the bulk of the registrants are on the permanent rolls;

An amendment of the city home rule law, to reduce the number of signatures by which a complete charter revision, or a charter amendment, may be put on the ballot;

A county home rule constitutional amendment, to be submitted to the voters in November 1958, which permits "up-state" counties to draft, adopt and amend their own county charters and, with regard to New York City, requires a "city request message" like those required for special city laws, before the legislature

<sup>1</sup> For constitutional amendments passed by the legislature and to be submitted to the voters in November 1957, see the REVIEW, May 1957, page 246.



can enact special laws as to county government;

A law to facilitate urban renewal operations with proper planning controls;

Several laws to require public "authorities" to make proper disclosure of their financial operations and to subject them to various conditions accepted as standard for other units of government;

A law authorizing New York municipalities to enter into contracts with municipalities in other states for joint operation of services;

A law permitting 10 per cent of village voters, but not less than 100, to initiate a vote on establishing council-manager government;

Continuation of residential rent controls for two more years, with only minor changes in New York City but with considerable relaxation elsewhere;

A statewide driving code in substantial conformity with the Uniform Motor Vehicle Code;

A law giving virtually all state and municipal employees the opportunity to come under federal social security as well as the state retirement system; New York thus became the 40th state to do so.

The legislature also approved a resolution calling for the creation of a seven-member joint legislative committee to study the problems connected with metropolitan growth in the state. In addition to the task of compiling data, the committee is charged with recommending legislation for modernizing governmental agencies and raising standards of public service in the communities of the state. The committee must report to the legislature by March 31, 1958. Seventy-five thousand dollars has been made available for the study.

Desirable bills that failed include:

The Tweed Court Commission's plan for reorganization of the courts, or any of the several proposed modifications of it. Some of the latter were good enough to promise notable simplification and improved efficiency even though they

all sacrificed some of the values of the original. Three versions which had passed the Senate died in the Assembly on the last day. The legislature continued the commission and the struggle to profit from it will go on.

Continuation of spring primaries, failing which the petition and primary campaign period will come in the summer and people will have to vote (if they do so) in the week after Labor Day.

A bill to allow voting machines to be adopted for primaries by local law, as well as by the Board of Elections as already permitted.

A bill to control billboards along the interstate highways to be built with federal aid. The bill passed the Assembly but was bottled up in committee in the Senate despite the possibility that the state will lose a part of federal aid, running into millions, as a result.

A bill to fix telephone and railroad rates on the same basis as gas, electric, water and omnibus rates, namely on actual investment instead of "value," which has been held to involve reproduction cost estimate. This bill passed the Assembly overwhelmingly but was killed in committee in the Senate.

A constitutional amendment to permit state guarantees or insurance of housing loans, along the lines of F.H.A. This amendment passed last year but was not given its second passage at this session. It will now have to start over again.

### ***Legislative Council Proposed for Rhode Island***

A joint resolution adopted in the Rhode Island legislature on May 3 calls for a nine-member commission to study the feasibility of establishing a legislative council to assist the legislature in law-drafting and research. It would include two senators, three representatives and four other persons to be named by the governor. It is to report to the legislature by February 1, 1958.

The legislative session, which ended on May 3, created two other commissions, one to make a state fiscal study and one to recommend changes in the election laws. It also increased state expenditures and taxes. Otherwise it was notable for defeating many proposals, including reapportionment of the lower house on the basis of the last census, broader home rule powers to cities and towns without home rule charters, and a bill giving the governor and the director of administration power to consolidate, abolish or create agencies and divisions.

### ***Arizona Legislature Has Short Session***

In the course of its recent first regular session, the 23rd Arizona legislature established a state parks agency; repealed the section of the state code forbidding publication of any part of the records of juvenile courts; gave the right of way on public highways to horse-drawn vehicles, horses being ridden and livestock being driven; and, amending the law enacted in 1956 requiring banks to pay interest on inactive deposits of the state and local governments, restored to municipalities the privilege of investing surplus funds in government bonds paying a higher interest rate than that paid by banks.

The legislature was in session 60 days, the shortest period since 1922. It enacted 104 statutes, three concurrent resolutions and one joint memorial to Congress. The Senate adopted two memorials to Congress and the House one. The House passed two resolutions, one of which resulted in the appointment of a special committee to study the state tax structure and submit recommendations to the legislature. The governor vetoed four laws, one of which fixed a salary of not more than \$10,800 for a state official, in conflict with another statute passed by the same session which fixed a salary of not to exceed \$12,000.

Arizona was the only state without a

state parks agency until the enactment of the law establishing a parks board of seven members, with authority to appoint a full-time director. The board has authority "to select, acquire, preserve, establish and maintain areas of natural features, scenic beauty, historical and scientific interest, and zoos and botanical gardens." The statute permitting newspapers to publish the records of juvenile courts was enacted in the hope that it might check juvenile delinquency.

The legislature failed to grant municipalities the requested relief from present budget limits, but did exempt any increase in salaries fixed or limited by state law from the budget limitation and the cost of municipal garbage and rubbish systems from the legal requirement that the amount to be raised by direct taxation must not exceed by more than 10 per cent the amount of the previous fiscal year.

PAUL KELSO

University of Arizona

### ***Wyoming State Government Gets Partial Reorganization***

The Wyoming legislature has adopted 28 reorganization bills in a program proposed by Governor Milward L. Simpson. As a result, according to the Council of State Governments, a State Revenue Department, under the State Board of Equalization, will take over collections previously made by numerous agencies—boards, commissions and others.

Major personnel functions are also to be centralized. A new law sets up the Wyoming Personnel Commission, organized to classify and standardize employee salaries and qualifications. Hiring and firing decisions will remain with department heads. The commission consists of the governor, as chief personnel officer of the state, the personnel director and the assistant budget officer.

The legislature also approved general salary increases for state officers.

### ***Good Government a Sin?***

During an attack in the Connecticut legislature on Republican senators—who supported a bill banning dual jobholding, reports *Greenwich Life*, Senator Henry Cooney, Democrat, of Hartford, accused the GOP lawmakers of “hypocrisy and insincerity” on the matter and hit out at what he called GOP’s “obedience to the League of Women Voters, some segments of the press and the good government crowd.”

“Since when,” asked Senator Florence E. Finney, of Greenwich, “is it a sin to be in favor of good government? I, for one, am for it.”

## **Council-Manager Plan Developments**

Two ILLINOIS municipalities have recently adopted the council-manager plan by ordinance. They are MORTON GROVE (1955 population 11,538) and NORTH LAKE (1953 population 8,832). It is reported that the total population of the 49 Illinois municipalities that have adopted the manager plan now exceeds one million.

In SUSQUEHANNA TOWNSHIP, DAUPHIN COUNTY, PENNSYLVANIA, (1950 population 11,081) the township commission has adopted the manager plan by ordinance and has appointed a manager.

In SAN ANSELMO, MARIN COUNTY, CALIFORNIA, (1955 population 10,446) the city council has voted to adopt the council-manager form of government.

HOPE, ARKANSAS, (1950 population 8,605) by a vote of 735 to 245 on April 24, adopted the council-manager plan under the state’s optional law.

JASPER, FLORIDA, (1950 population 2,327) voted 268 to 225 on April 23 to adopt a council-manager charter. In

1956 the council employed an administrative officer under a charter provision permitting it to hire special administrative personnel but this did not prove satisfactory. The council-manager charter was drafted as a result.

In BUXTON, MAINE, a proposal to adopt the manager plan was rejected at the town meeting, March 9, by a vote of 206 to 70.

The Democratic committee in the town of GRANBY, MAINE, in a letter mailed to townspeople, has called for the formation of a nonpartisan town manager study committee.

KITTERY, MAINE, voted down a manager proposal for the second successive year.

At the town meeting in PARIS, MAINE, on March 2, a committee was appointed to study the manager plan. If its report is favorable a special town meeting is to be called.

In ST. ALBANS, VERMONT, a three-man committee has been appointed by the Democratic city committee to meet with a similar Republican group to investigate the possibility of a council-manager plan for the city.

In WORCESTER, MASSACHUSETTS, petitions have been placed in circulation calling for a referendum at the November election on the question of replacing council-manager Plan E by mayor-council Plan B—a “weak mayor” type of government.

The special committee designated by the city council of CENTRAL FALLS, RHODE ISLAND, to consider revision of the city charter, has been urged to recommend the council-manager plan by R. D. LaBrosse, legal counsel for the Central Falls Charter League.

In BRADENTON, FLORIDA, a committee has been appointed to study the council-manager plan.

In SHAKER HEIGHTS, OHIO, public hearings have been held concerning the form of government by the Committee to

Review the Charter appointed last fall by the mayor. The city council is reported to favor the manager plan.

In ASHLAND, WISCONSIN, after considerable stalling ended by a court order, the question of adopting the council-manager plan was submitted to popular vote on April 2. It was defeated, 2,316 to 1,703.

In KENOSHA, WISCONSIN, a recount of the vote by which the council-manager plan was purportedly abandoned on April 2 by a margin of about 2,000, has been undertaken following a ruling that 5,677 of the votes cast were of doubtful validity. The exclusion of these votes tentatively reduced the margin of defeat to about 400.

On April 16 EAST MOLINE, ILLINOIS, voted 1,924 to 1,751 to abandon the council-manager plan adopted in 1953.

Three ILLINOIS cities defeated council-manager proposals on April 16, as follows: CARMEL, 2,120 to 689; EDWARDSVILLE, 2,746 to 861; and WATERLOO, 718 to 563. ST. CHARLES, ILLINOIS, voted 1,640 to 845 on January 15 against adoption of the council-manager plan.

Petitions seeking a vote on adoption of the council-manager plan for EAST ST. LOUIS, ILLINOIS, have been declared invalid by the county court.

The HANNIBAL, MISSOURI, charter commission has adopted a mayor-council charter, rejecting the plea of many people that the alternatives of mayor-council and council-manager plans be submitted to the voters.

In PERRY, IOWA, Mayor Lucien S. Doran has announced that he will call an election on the question of adopting the council-manager plan. He states that this would permit a saving in salaries but that "the largest savings would be in efficiency of operating the city."

In LITTLE ROCK, ARKANSAS, Mayor Mann has finally set a date for the election of a council of seven "directors," provided for by the council-manager charter adopted by the voters last November.

The date set, however, is that of the general election on November 5—almost the end of the term for which he was elected. The mayor acted two days before a court hearing on a mandamus action and on the validity of the manager law. The latter was upheld by Circuit Judge Guy Amsler. The city administration has announced that it will appeal to the State Supreme Court.

YANKTON, SOUTH DAKOTA, voted 1,336 to 935 on April 16 to retain the council-manager plan adopted in 1955; HURON, on April 7, defeated a council-manager proposal, 1,582 to 1,196.

KEARNEY, NEBRASKA, upheld council-manager government by a vote of 1,767 to 621 (unofficial) on April 30. It had adopted the statutory optional council-manager plan in 1951.

Voters of BLACKFOOT, IDAHO, defeated a proposal for adoption of the state's optional council-manager law, 351 to 165, on April 23.

CRESCENT, OKLAHOMA, voted 308 to 141 on April 9 to retain its council-manager plan of government. It had been adopted in 1951 by a two-vote margin.

GLENDALE, ARIZONA, which adopted the manager plan by ordinance in 1948, voted on April 24 in favor of a home rule council-manager charter. A council of six members will be chosen by nonpartisan election for four-year overlapping terms, while the mayor will be elected for a two-year term.

WEATHERSFORD, TEXAS, has voted to give its city commissioners authority to appoint a city manager. No such appointment is contemplated in the near future, however.

### ***New Laws Aid, Hinder Washington Cities***

The 1957 legislature of the state of Washington adopted various bills, according to the Association of Washington Cities, that will assist cities in meeting some of their administrative and opera-

tional problems, although failing to deal constructively with municipal financial problems. Bills passed include:

An urban renewal enabling act, authorizing cities to renew obsolete and blighted areas and to participate in the federal program for this purpose;

A regional planning agencies act, under which cities and counties will have better machinery available for cooperation in the establishment of regional planning commissions;

An act authorizing creation of metropolitan councils covering a metropolitan area;<sup>1</sup>

An act authorizing bond levies in annexed areas if a city council desires them and they are accepted by vote of the people in annexation elections;

A provision that small cities without the right to deal directly with the federal government may operate through the state Department of Conservation and Development in matching federal grants for planning;

Local improvement district laws designed to improve procedures as to such districts;

A basic uniform revenue bond act, authorizing cities to sell revenue bonds for any municipal function for which a fee is charged (and not merely for functions now specified by statute);

An act permitting salaries of elected officials to be fixed by city councils rather than by charter;

Lengthening terms of office in certain cities.

Far from relieving the financial condition of the cities of that state, however, the legislature added new burdens, particularly as to increased police and firemen's pensions, full pay for employees on military reserve duty, workmen's compensation benefits and state taxes on municipal utilities, without added revenue—

in fact, with reductions in the cities' share of various taxes.

## **Alaska Legislature Assists Cities**

In spite of a lack of interest bordering on antipathy in the early days of the session, reports the League of Alaskan Cities, the 23rd Alaska territorial legislature wound up its 60-day session with a surprising number of gains for municipalities and defeat of almost every bill antagonistic to city interests and local self-determination.

Important gains include annexation legislation, a new juvenile code, increased authorization for municipal sales tax, enabling legislation giving new impetus to planning and urban renewal, territorial matching funds for National Guard armories in ten Alaskan cities, a new uniform taxing procedure, strengthening of city council power in licensing liquor establishments located within cities, authority to operate sanitary sewer systems as a public utility both inside and outside city boundaries, and authority for contracts between cities and the territory for the joint or individual performance of common powers.

A new incorporated villages act, particularly designed for native settlements in remote, sparsely settled areas, will permit limited local government financed by sales taxes. Other bills signed into law will permit cities to adopt territorial codes by reference, exempt household furnishings from the personal property tax, finance off-street parking lots through assessments on benefited property, dispose of city-owned school property to organized school districts, participate in mutual-aid fire protection agreements, authorize the building and operation of youth centers, locate parks and playgrounds within 25 miles of city boundaries instead of the present five-mile limit, and operate moorage facilities.

<sup>1</sup> See the REVIEW, May 1957, page 230.

In addition to increased powers achieved through individual bills, foundations were laid for early enactment of home rule legislation through adoption of Senate Resolution Number 5. Conceived in an atmosphere of disgruntlement over "more and more little bills seeking more and more power for cities," this resolution anticipates the home rule provisions of the constitution for the new state of Alaska. It directs the Legislative Council to make an interim study of local government needs and scope and to draft a home rule proposal for consideration by the 1959 session of the legislature.

### ***Home Rule Loses in Idaho Legislature***

For the second time a proposal providing for municipal home rule has been rejected by the Idaho legislature. The Idaho Municipal League and the League of Women Voters spent much time, effort and money in support of the bill. Although it was defeated a good deal of progress was made, and such a measure certainly should receive more favorable consideration at the next session of the legislature.

BOYD A. MARTIN

University of Idaho

### ***East Providence Must Vote 'No' to Say 'Yes' Again***

Voters of East Providence, Rhode Island, are being given the unsought chance to pass again on three phases of a charter they approved as a whole in 1954. The *Providence Journal* reports:

"A special election will be held November 5 under terms of a bill passed by the General Assembly and signed by Governor Roberts last week. At stake is the preservation of off-year, nonpartisan elections and a five-man town council—three features of the charter voters approved by a wide margin three years ago.

"Leaders of the town's political parties, however, have been worried that the poor

voters just didn't know what they were doing when they approved the charter with such dangerous provisions. The politicians want the voters to get a fair chance at these three issues in an open election.

"In their touching attempt to give the charter and the voters a fair shake, leaders of the two parties got behind the validation bill, which will require voters to vote 'no' if they want to repeat their 'yes' in favor of the off-year, nonpartisan elections with a five-man council."

### ***Winston-Salem Tries Combining Police and Firemen***

In Winston-Salem, North Carolina, eight men of a fourteen-man fire company have volunteered to be trained in police work and assigned both police and fire duties. The police-firemen are responsible for all types of police work as well as answering fire calls. If the patrolling public safety officers reach a fire before the firemen manning the station, they prepare the hydrant, radio for extra help if needed, or attack small fires with portable extinguishers. They also join the men on the fire truck, when it arrives, in fighting the fire.

Under the new organization, the city hopes to do a nineteen-man job with fourteen men. The system will be tried for six months before permanent installation.

Park Forest, Illinois, will also experiment with some interchange of police and fire duties. Although police and firemen will stay in their own departments, firemen will perform office duties of the police department such as booking prisoners, finger-printing and report-keeping, while policemen will be expected to assist at fires and be available for off-duty fire-fighting. Limited and emergency assignments of personnel from one department to the other are also planned.

A salary increase accompanied the new plan.



### **Public Administrative Training in California**

Four recent events in various fields of training for public administrative positions are mentioned in the March issue of *Trojan in Government*, published by the School of Public Administration, University of Southern California, Los Angeles:

Los Angeles County's 23rd annual internship or public administration training program for college graduates was announced, to begin on July 1. Trainees are paid salaries and work in the county's chief administrative office while undergoing training. There have been over a hundred graduates of the program. In Los Angeles County nineteen departments and numerous divisions are headed by former trainees.

The City Managers' Department of the League of California Cities announced its eighth municipal administrative assistant examination. Those who qualify in the examination will have their names placed on a statewide eligible list available to all cities in California.

The first workshop for probation and parole officials at the university was reported to have included over 200 persons.

One of the first prospective graduates of the university's new curriculum in city and regional planning has already been appointed director of city planning in La Puente, California, by the city manager.

### **Utah Improves Local Government Status**

Local government units in Utah, as in all parts of the nation, are being subjected to stress and strain because of the increased demand for services, population growth, urbanization, technological advances and industrial development. The total population of Utah has increased more than 25 per cent in the past decade,

but 17 of the 29 counties have lost population. As a result, four counties covering approximately 100 miles along the Wasatch front contain more than 70 per cent of the state population with Salt Lake County alone having 40 per cent. Inevitably, such conditions have led to difficult financial and organization problems not only for units gaining population but also for those losing it.

The state legislature in 1955 recognized these problems and created a Local Government Survey Commission to conduct a study and make recommendations to the next session. This commission, with the help of universities and private research organizations within the state, made a broad study and issued reports containing detailed recommendations on financial management, health, law enforcement, fire, planning, special districts, roads and streets, local finance, forms of government and metropolitan problems.<sup>1</sup>

In an attempt to implement some of the recommendations, seventeen bills and two constitutional amendments were prepared for submission to the 1957 legislature.

Ten of the nineteen proposals received approval:

Easier consolidation of local units was made possible by a measure which provides two or more cities the right to unite as soon as they agree upon terms and receive a favorable vote of the electors. Previous legislation had required disincorporation of one of the cities desiring to consolidate and additional procedural steps were involved which were sufficiently detailed to discourage interested cities from completing consolidation plans.

More stringent enforcement provisions were added to existing laws concerning uniform accounting and reporting. The state auditor is required to prepare budg-

<sup>1</sup> See "Utah Surveys Its Local Government," the REVIEW, November 1956, page 513.

et forms at cost for local units, and every unit must file a copy of its completed budget with the state after it has been adopted. Reporting must be done according to a uniform classification of accounts and annual audits conducted by private accountants must be filed with the state auditor's office. Penalty for refusing to comply with these provisions is the withholding of state funds. Also, the State Tax Commission was given the assignment to conduct an expanded training program for county assessors (all local assessing is done by the county in Utah), including an annual school of at least one week's duration. Attendance at the schools is compulsory for the assessor.

#### **Cooperative Agreements**

A new fire protection law permits any unit of government to enter into cooperative agreements and removes previous requirements that cities must maintain fire departments themselves.

A county service area act was passed to help correct tax inequities and prevent an increase in local units of government. It requires the county governing body to create service areas wherever services are being rendered by the county that are not provided to all residents. If residents of the county desire urban-type services not common to all, they may petition the county governing body and a special service area can then be established. Residents of any area have the right to prevent such a service area from

being established but, in doing so, they also relinquish the right to receive such services. Each service area will be governed and administered by the county and the territory to be included need not be contiguous.

Perhaps the most significant result of the original survey study was the recognition by the legislature that a continuing committee had to be established to deal with problems of local government. Such a committee has been formed under the leadership of the Utah Legislative Council with sufficiently broad authority to allow it to study and make recommendations concerning any phase of local government. This committee, which will be the first continuing body to consider problems of cities and counties, will submit data and recommendations to the legislature.

Of importance also is a review of proposals which did not receive legislative approval. A constitutional amendment which would have permitted home rule charters for metropolitan areas was defeated by three votes in the House of Representatives. Also, a proposal to allow citizens of cities to choose the form of government they desire was defeated as was an act to extend to counties the present merit system laws covering cities.

Perhaps the greatest contribution made by the survey was creation of a greater interest in local government.

EVAN A. IVERSON

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**County and Township***Edited by William N. Cassella, Jr.,  
and Victor Jones*

## Charter Ratified in Dade County

### Metropolitan Home Rule Approved by Miami Area

**T**HE FIRST county charter in the United States designed specifically "to create a metropolitan government" was ratified on May 21 by the voters of Dade County, Florida, which includes the city of Miami. This charter for metropolitan home rule was approved by a vote of 44,175 to 42,448.<sup>1</sup>

The charter, while it is the direct result of charter board labors, is actually the culmination of many years of work by citizens and officials. The fight for home rule in the county traces back to the early 1940s. But this effort really became intense during the past four years.

Dade County, like 173 other metropolitan areas in the country, has grown tremendously, especially since World War II. Outmoded governmental forms have not been able to cope with this growth or to provide the services which the citizens require. The charter is intended to relieve this situation. It will establish a different type of government, a metropolitan government—something new on the American scene. The new government could easily set the pattern for other metropolitan communities. It may guide them to a solution of their own governmental problems.

The charter is divided into nine major divisions or articles. The ninth article contains only temporary provisions to smooth the transition between the present and the new county governments.

The document is comparatively brief

and is easily read and understood. In this respect it is like the federal constitution but differs from state and city charters.

The present governing body of five county commissioners will be replaced by 1958 by eleven commissioners. Five of these eleven members will be selected, just as they are now, from five districts but elected by voters of the county at large. Another five will be elected from districts but voted on only by the people of the district. The eleventh member will be elected from and by the city of Miami. Other cities will also be able to elect a representative when they reach 60,000 population—Miami Beach and Hialeah are already close to that figure. Smaller cities may hasten the day when they can select a representative by annexing more territory or by merging with other towns.

Broad home rule powers are granted to the governing body. Unlike at present, when local laws for Dade County are made biennially by the legislature, local laws in the future will be enacted as ordinances of the board of county commissioners. Through its power of ordinance the board will be able to establish policy and provide standards of service over many matters heretofore untouchable. Without undue hindrance or needless delay, metropolitan county government will be able to make long range plans for the development of the county; construct expressways; provide adequate air, water, rail and bus terminals and facilities; provide uniform fire and police protection; clear and rehabilitate slums; and construct integrated water, sanitary sewerage and surface drainage systems.

These are some of the principal powers which distinguish this as a metropolitan government, with the county responsible for area-wide functions and the municipalities continuing to perform strictly lo-

<sup>1</sup> See the REVIEW, October 1956, page 451.

cal functions. In addition, the county government is empowered to fix reasonable minimum standards for municipal service operations and can take over and provide such services if a municipality fails to meet the standards prescribed. On the other hand, no ceiling can be applied to the level of municipal services and a municipality may exceed the minimum by whatever extent it is able and willing. In this way, the individuality and distinctiveness of some of the garden communities, as well as active civic interest and pride of their residents, can be preserved.

#### **Manager Plan Provided**

The new government will be of the commission-manager type. The board of county commissioners will appoint a manager who will direct administrative affairs of the government. Departments of finance, personnel, planning and law are specifically created. Other parts of the organizational plan will be developed and placed into effect by the manager. This plan can be modified only by ordinance of the board of county commissioners.

All department heads, except the county attorney, will be appointed by the manager, who will also have power to appoint and remove, subject to civil service regulations, all other administrative employees of the county. The board and its members are specifically prohibited from directing or requesting the appointment or removal of any employees.

The charter requires the board of county commissioners to establish personnel and civil service programs based on merit principles. The standards of such programs must be no less than those prevailing at the time of charter adoption.

The charter recognizes the contribution which citizen boards can make in advising officials on the public impact of governmental programs. Provision, therefore, is made in the charter for appointment of advisory citizen groups. However, the charter also recognizes the in-

herent limitations of boards as instruments of administration and properly limits them to advisory and quasi-judicial status.

The continuance of Miami and the other existing municipal governments is guaranteed by the charter so long as their citizens desire, and none can be abolished without approval of their voters. Municipalities will have authority to exercise all powers not inconsistent with the county charter and will be free to provide higher standards of zoning, service and regulation than those provided by the county. In effect this places a floor under municipal standards and services at a level provided by the county. Municipal functions which operate at lower levels will be subject to appropriation by the county.

The present power of the state legislature over municipal incorporation is, in effect, transferred from the state legislature to the municipalities themselves and to the board of county commissioners. The board, and only the board, will henceforth be permitted to create new municipalities and then only after approval of the voters in the area to be incorporated. Municipal charters will be drafted by a method determined by municipal ordinance and will be adopted by the voters of the municipality. Municipal boundary changes will be effected by ordinance of the board of county commissioners but only after prior approval of municipal governing bodies concerned and a public hearing. If a municipal annexation involves an area having more than 250 electors, a majority of these electors voting must agree to the annexation.

Within unincorporated areas the county government is empowered to provide purely local urban-type services by creating special purpose districts, and such services must be paid for by the residents of such districts through special levies. The county commission will be the governing authority of such districts.

A metropolitan court is created by the

charter to try offenses against ordinances of the county. Judges and the clerk of this court will be appointed by the county commissioners. Judges must have been qualified for five years to practice law in Florida. They may be removed from office for cause by a two-thirds vote of the board.

Under the charter the electorate may initiate and enact ordinances when the governing board fails to act, veto legislation which it feels is contrary to the public interest, and recall officials who fail to live up to public expectations. Procedures for the exercise of these powers are stipulated in the charter. Initiative, referendum and recall actions will be originated by petition and will be accomplished by a majority vote of electors voting on such questions.

A number of county offices, heretofore elective, are abolished by the charter and their functions are transferred to the manager. These include the offices of county tax assessor, tax collector, surveyor, purchasing agent and supervisor of registration. After expiration of the current terms of these officers, their duties will be performed by administrative personnel designated by the manager.

The charter does not abolish the offices of sheriff and constable. However, it grants to the commissioners power to abolish these offices.

Amendments to the charter may be proposed by a resolution of the board of county commissioners or by petition of the electors. Approval of amendments requires a majority of those voting on the amendment.

The county charter, and ordinances adopted by the board of county commissioners under the charter's authority, will, in cases of conflict, supersede municipal charter provisions and ordinances. Also, where authorized by the Florida constitution, the county charter and ordinances will supersede special and general laws of the state. In other words, to the extent possible under the Florida constitu-

tion and home rule amendment, the county charter will become the supreme law in the local affairs of Dade County.

Home rule metropolitan government, which will go into effect under the new charter on July 20, 60 days after the charter election, follows almost exactly the recommendations made by Public Administration Service in its 1954 report, *The Government of Metropolitan Miami*.<sup>2</sup>

HARRY T. TOULMIN,  
*Executive Director*

Dade County Research Foundation

## County Reforms Proposed in Iowa

The Iowa Tax Study Committee included recommendations and draft bills aimed at improving various facets of county administration in its 1956 report. The committee, created to study the entire state and local tax structure, also studied the administration and operation of county government. It recommended, first, that the local budget law be amended to establish "uniform and businesslike procedures" for the preparation of the annual budget of each county. All county officers and departments are required by the proposed bill to submit an itemized statement of the actual expenditures for the last two years and an itemized estimate of funds necessary during the next year. These estimates and statements are to be compiled by the county auditor and submitted to the board of supervisors for consideration.

The second recommendation provides for maximum millage limits to be set for the county board of education, the county assessor's office, county board of review and conference board. While recognizing that there is some question about the effectiveness of millage levy limits in all situations, the committee felt it wise to provide for them in instances when they would be helpful and to place all func-

<sup>2</sup> See the REVIEW, April 1955, page 206.

tions under the same general rule. The limits recommended vary with the assessed valuation of the counties and have been calculated, the committee believed, so that all counties can levy sufficient taxes for this service.

A series of bills aimed at improving county road administration were also proposed. It was suggested that bids be required on all purchases of heavy machinery, rentals of equipment, materials and supplies from secondary road funds where the cost is \$500 or more. Under present law such bids are not required and the proposal would place county road purchasing on a basis similar to that used by the State Highway Commission.

Another bill in this area would eliminate the two secondary road funds presently in use—the construction and maintenance funds—and replace them with a single fund. It would also eliminate the division of secondary roads into county trunk roads and local county roads, and eliminate the provision that 35 per cent of construction costs be spent on local county roads. Moreover, the committee sought to increase efficiency in the spending of county road funds by a proposal requiring each county to prepare an annual secondary road budget and to obtain the approval of the State Highway Commission before funds may be spent for construction.

A third proposal concerning the administration of highways requires the county engineer to include in his annual statement to the State Highway Commission a progress report on each project in the county's secondary road program. Another bill clarifies the status and responsibility of the county engineer by giving him direct and immediate supervision of all road construction and maintenance carried out by the county. An additional recommendation seeks to make the position of county engineer more attractive and secure by specifically restricting the grounds for removal from this position.

The final committee proposal in the

### ***City-County Charter Board Set Up in Nashville Area***

A Metropolitan Government Charter Commission for Nashville and Davidson County, authorized by an act of the 1957 Tennessee legislature, has been established. The ten-member commission is composed of five members appointed by the county judge and approved by the quarterly county court and five members appointed by the mayor of Nashville with city council approval. At its organizational meeting in late April the commission unanimously designated Carmack Cochran as chairman and Rebecca Thomas as secretary.

A widely representative citizens' committee supporting metropolitan government is being organized in the area.

area of county government recommends establishment by the legislature of a county government study committee to consider plans for the creation of an optional county manager form of government in Iowa. The consideration of the administration of county government has become a key issue in the deliberations of the Iowa legislature in its 1957 session.

DONALD E. BOLES  
HERBERT C. COOK

Iowa State College

### ***County Manager Proposals Made in Six States***

Proposals for county reorganization have been made recently in six states. The Tulare County, California, Grand Jury has recommended adoption of a county manager type of government. Public Administration Service, serving as consultants to the charter commission of



Jefferson Parish, Louisiana, has suggested the council-manager plan for consideration by the commission, which is now drafting a charter for the parish. Citizen groups in Knox County, Tennessee, and Scott County, Virginia, have also proposed adoption of the manager plan. Measures have been before the Oklahoma and Illinois legislatures authorizing counties to change to the county manager system.

### **N. Y. Governor Again Vetoes Charter for Suffolk County**

For the second consecutive year Governor Averell Harriman of New York has vetoed legislation providing a special charter for Suffolk County, the rapidly growing suburban area at the eastern end of Long Island. In both cases the charter had been approved by the county board of supervisors and would have required ratification by the voters of the county subsequent to enactment of the state legislation. This year's charter had been drafted by a bipartisan charter commission.

The 1957 proposed charter, like the 1956 proposal, provided for a county executive appointed by the board of supervisors. In his veto message the governor objected to the appointed county executive indicating a preference for the elected executive arrangement which exists in Westchester and Nassau Counties, located also in the New York metropolitan area. No reference was made to the fact that Monroe County (Rochester) has an appointed county executive or that the alternative county government law in New York State provides three options calling for an appointed executive and one for an elected executive.

### **Three States Consider Medical Examiner Systems**

Bills providing for medical examiner systems have been introduced in the legis-

latures of Connecticut, Minnesota and Pennsylvania.

In Connecticut, House Bill 1476 proposes creation of a state pathologist with equipment and authority to help the local coroners and medical examiners on the medical aspects of their work, along the lines of the National Municipal League's *Model State Medico-legal Investigative System*.

Coroners in Connecticut are appointed by judges of the Superior Court, who are appointive themselves, and coroners in turn appoint medical examiners now.

The bill is said to be supported by a group of coroners and medical examiners.

The Minnesota State Bar Association introduced a bill in the legislature looking toward establishment of a medical examiner system, but it was unsatisfactory to the Minnesota Medical Association. A compromise was worked out and filed but was strongly opposed by the morticians, who submitted a bill which the Medical Association found unacceptable.

Both bills were tabled but will be presented to the next legislature with further adjustment, if possible, to the objections of the morticians, who state they are not opposed to the principle.

The effort was headed by Dr. John I. Coe, president of the Minnesota Society of Clinical Pathologists.

In Pennsylvania, Senate Bill 381, with support of the Medical Society of the state and an active committee thereof, proposes a commission on medico-legal investigations to appoint a chief medical examiner with suitable pathological service and a civil service staff for investigation of all mysterious unattended deaths, taking over the medical functions hitherto vested in local elective coroners, whose continuance is required by the constitution.

Philadelphia, as the result of changes in 1953, has set up a qualified medical examiner service as part of the city-county consolidation.

R.S.C.

**Proportional Representation**

*Edited by George H. Hallett, Jr.,  
and Wm. Redin Woodward*

(This department is successor to the Proportional Representation Review)

## Ohio Court Upholds Anti-P. R. Petition

### Cincinnati Must Vote on Retention of Hare System

**T**HE Ohio Supreme Court on May 1 ruled in favor of petitioners seeking to force a special election on repeal of the P. R. provisions of the city charter of Cincinnati.

The decision brushed aside the arguments of Cincinnati's city council, which had declined to call the election because of the failure of the petitioners to follow the provisions and forms prescribed by the state legislature in preparing and circulating their petitions.

Five members of city council, comprising the Charter group led by Mayor Charles P. Taft, promptly served notice of intention to apply for a rehearing of the case. Action on the application will probably come within the next two or three weeks. If denied, council will be required to fix a date for the special election, which under the Ohio constitution must be held no less than 60 days nor more than 120 days after council acts.

The Supreme Court's decision was a surprise and disappointment to P. R. supporters, who earlier had been heartened by a decision of the Sixth Ohio Court of Appeals endorsing council's refusal to submit the issue.<sup>1</sup>

Four previous repeal attempts over the past twenty years in Cincinnati have failed although the last—in 1954—was defeated by the narrow margin of 607 votes.

FOREST FRANK,  
*Executive Director*

Cincinnati City Charter Committee

<sup>1</sup> See the REVIEW, June 1956, page 299; September 1956, page 400.

## Massachusetts Defeats Bills to Repeal P. R.

Bills to repeal legislation under which three Massachusetts cities elect councils and school committees by proportional representation, having adopted the system by referendum, were killed without debate in both houses of the Massachusetts legislature in April. The bills had been adversely reported from committee after hearings at which the measures were opposed by three members of the Democratic majority party from Worcester, including Mayor O'Brien, as well as by James H. Finneran, spokesman for the Citizens' Plan E Association of Worcester. The Plan E Association, named for the Massachusetts optional law providing P. R.-council-manager city government, is the citizen group which has regularly won a majority of the places on the council and school committee in the city's nonpartisan elections. In Worcester P. R. finds considerable support from leaders of both major parties as well as independents.

The repeated submission of P. R. re-  
(Continued on page 322)

### General Knowledge

The Proportional Representation Society's *Quarterly* (London) reports it received the following from Mr. W. Hope-Jones of Rudgwick, Sussex:

"From a school boy's General Knowledge paper:

"Proportional Representation.—Drawing is a good way of putting your imagination on paper and it gives you an idea of proportion."

## A Citizen Builds City Hall

### Finances a Lend-Lease Project for Costa Mesa

**L**EASE-PURCHASE procedure for city hall construction has been encouraged in California by the rash of new cities that has dotted the map of the state in recent years. There are at least nine new cities in final stages of formation now and fourteen were incorporated during 1956. The resultant search for housing for municipal departments has had some interesting results.

In Costa Mesa, California, for instance, with a special census count of 17,320 population in 1955 and more than 20,000 today, the city offices were housed in three separate buildings, one of them a converted garage. A shuttle system, operated by the police department, was required to transfer mail and documents between the buildings. And this was in 1957, four years after the city was incorporated June 29, 1953.

Rather than float a bond issue, the city undertook the investigation of lease-purchase plans a year ago. An agreement was finally reached with a Beverly Hills, California, investor for the construction of a \$125,000 structure on a lease-purchase basis that called for payments of \$6,250 semi-annually over a period of 25 years, with an option for the city to purchase the building and site at the end of the period for \$45,000. In other words, over the 25-year period the city would pay \$312,500 in rental for a city hall valued at \$125,000. There would still be an additional \$45,000 to pay before the city owned the structure, a figure but slightly reduced by the fact that the private investor was to purchase the site from the city for \$6,000 at the start of the lease.

At this point a public-spirited citizen, Howard B. Lawson, stepped into the picture. He volunteered to allow his name and credit to be used without profit to himself, through a corporation set up to arrange the financing of the proposed city hall. By so doing, he saved Costa Mesa more than \$100,000. The lease-purchase arrangement, once the private profit factor had been eliminated, resulted in an eighteen-year lease instead of a 25-year lease, and the annual rental payment was reduced from \$12,500 to \$12,300. In addition, the structure and site will become the property of the city without further cost at the end of the eighteen-year period.

The first necessary step, of course, was the cancellation of the negotiations with the private investor, which had progressed to the point of signing the lease-purchase papers. The investor, fortunately, was cooperative and an amicable settlement was reached.

### Investor's Protection

Then the problem was faced of protecting Mr. Lawson from tax liability for his unselfish community service. Attorneys for Mr. Lawson and for the city, after a series of meetings, worked this out through the formation of a corporation—Costa Mesa Civic Center, Inc.—comprising Mr. Lawson, his wife and his son, for the purpose of financing the city hall.

Further protection was given the corporation by the inclusion of the following clause in the lease:

"That in addition to and as a part of rent, lessee [the city] agrees to pay during the term of the lease all real and personal taxes and assessments on or in respect to said premises and/or improvements and/or leasehold, any and all installments of special assessments against said premises and/or improvements, which become due and payable during the

term of this lease, any license fee or tax imposed by the city on lessor by reason of its engaging in the business of leasing said premises to the city, and all insurance premiums for policies required because of the provisions of the lease."

The insurance, incidentally, includes extended coverage against fire, vandalism, earthquake; public liability insurance in the amount of \$100,000 for injury or death of one person, \$300,000 for injury or death of more than one and \$50,000 for property damage liability. In addition, use and occupancy insurance covers any loss in rentals.

To the city is reserved the right to make alterations, additions, changes and improvements in the building, provided such changes do not lessen its value and that prior approval is granted by the lessor. There is one interesting special clause: that the city "shall have the right to make openings at its own expense in any wall of said building (which openings shall not structurally damage the building) and use any such wall as a common wall for the purpose of erecting a building on the leased premises and connecting the same with said building." This provides for expansion within the eighteen-year lease period.

It was agreed that changes would not be made in plans or specifications prior to or during the construction of the building unless such changes were first approved by the city council and the lessor, and unless a supplemental agreement was entered into confirming rental payments and option prices, or reasonably adjusting them.

There remained, before the negotiations could be concluded, one more problem. Since the financing was being procured through a savings and loan association, some way had to be worked out for the transfer of the site of the city hall to Costa Mesa Civic Center Inc., and the defraying of the preliminary costs of obtaining the loan. This was handled by the following clause in the lease:

"Lessee [the city] shall, simultaneously with the execution of this lease, deposit with lessor the sum of \$24,600 as a deposit to secure the faithful performance of this lease by lessee. Any actual damage sustained by lessor, because of lessee's failure to comply with all the terms and provisions of this lease, shall be computed and lessor may deduct such additional damage from such deposit, and provided further that in the event lessee fully complies with all the terms and provisions of this lease, it shall be entitled, at the termination of this lease, to the refund of said \$24,600 less any amount actually deducted as damages pursuant to this paragraph. Lessee shall be entitled to said refund as aforesaid, whether the option provided for herein is exercised or not."

For practical purposes, the arrangement amounted to paying the last two years rental under the lease in advance.

#### City Hall Under Way

And so, after a year of negotiations, meetings, conferences and drafting and redrafting of documents, a new city hall is rising in Costa Mesa. It is a compact one-story structure of contemporary design. Included in its 8,400 square feet of floor space are a council chamber with 108 seats, conference rooms, four vaults and office space for finance, water, building, planning and engineering departments, as well as offices for the city manager, attorney and clerk. The building, which is scheduled to be completed in June, is of brick and concrete, with luminous ceilings and acoustic tile, and will provide an attractive home for the city administration for years to come.

At the ground-breaking ceremony in February, the following resolution, passed and adopted by the city council, was read:

"Whereas, the construction of a city hall for the city of Costa Mesa has been made possible by the unselfish cooperation and civic interest of Mr. Howard B. Lawson; and

"Whereas, this city council, on behalf of the city of Costa Mesa, desires to express its appreciation of Mr. Lawson's service in arranging the financing of the building;

"Now, therefore, be it resolved, that Mr. Lawson's civic-minded contribution to the development of the city of Costa Mesa be, and the same is hereby, recognized and acknowledged by the city council of the city of Costa Mesa. This council, speaking not only for its membership but also for the citizens of the city of Costa Mesa, hereby expresses its sincere appreciation to Mr. Lawson for his service."

C. K. PRIEST

Newport Beach, California

### ***Alaska Has New Industrial Incentive Plan***

Superseding the 1953 tax incentive plan which permitted a partial exemption on the local level is a new policy to encourage the growth of industry in Alaska. This policy, adapted from the Puerto Rico plan, is administered by the Territorial Board of Administration. The board determines eligibility and the period of tax exemption. In this bid for new industries, exemptions from all territorial and local government taxes and license fees may be granted for periods ranging from five years (less than \$1 million capitalization) to ten years (over \$10 million capitalization), depending on the investment. A 50 per cent exemption may be granted to new tourist or commercial hotel businesses. Guided by numerous policy specifications set forth in the legislation, the board is the final authority in granting or determining the exemption. In consideration of local government hardship,

it may refuse an exemption or grant only a partial one.

### **THE CHANGING FIREHOUSE**

(Continued from page 289)

a career officer with experience in several towns. "If ours can become a training ground for department heads in other cities, we will continue to attract high-grade men. Promotions on our own staff, to fill vacancies near the top, will be more rapid. This will keep morale high and our department young and alert."

Obviously the Oak Park plan as now constituted is not suitable for the large city or for metropolitan centers like New York and Chicago. The National Board of Fire Underwriters, which grades larger cities to establish insurance rates, has reservations about the plan, stating that they are "not opposed to the idea of integration in itself," but are not sure it is practical.

But even if the idea catches on slowly in the larger cities, most of the more than 1,000 American communities ranging from 10,000 to 50,000 population can get better protection at lower cost if they follow Oak Park's example. If they set rigid standards, pay a better-than-average wage to attract better-than-average men, make sure that all members of the combined department *work* eight hours for eight hours' pay, they certainly should cut taxes, fire losses, traffic accidents and crime.

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Citizen Action . . . . . Edited by Elsie S. Parker

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## Block Political Appointments

### Question Placed on Ballot by Cambridge Civic Groups

**I**N RESPONSE to a petition containing over 13,000 signatures, the city council of Cambridge, Massachusetts, has placed on the November ballot a referendum on seventeen appointments made by the city's school committee last December.

Angered by the school committee's action, considered to be purely political, members of local groups joined forces to form the Citizens' Committee Against Political School Appointments. Included were the Central Labor Union, Cambridge Civic Association, Cambridge Council of Neighborhood Associations, Cambridge Council of Parent-Teacher Associations, League of Women Voters and Cambridge Teachers' Club. First action of the new committee was the circulation of petitions requesting that the appointments be rescinded. With twenty days available 13,252 signatures were gathered, of which the Cambridge Election Commission certified 11,023, or 19.4 per cent of the registered voters—12 per cent was the minimum needed.

The school committee voted five to two at its February 5 meeting, attended by a full house of irate citizens, not to rescind its appointments. The petition was therefore placed before the city council on February 11 for setting a date for a referendum. According to Massachusetts state law, the filing of the petition prevented the appointments from taking effect unless given voter approval.

Blocking the appointments until the petition was filed, and still in effect, is a court restraining order issued in conjunc-

tion with a so-called "ten-taxpayers" suit. There has been no hearing on the case as yet.

Meanwhile, the school committee has denied the use of school property to the Council of Parent-Teacher Associations until one of the referendum leaders "repudiated or apologized for a letter referring to the referenda appeal which stated, 'in our November elections [when a new school committee will be elected] . . . reputable people must be urged to run'."

The question as it will appear on the ballot is well phrased, reports the Civic Association's *Bulletin*. It begins, "Do you approve of a part of a measure voted by the Cambridge school committee on December 18, 1956, creating new positions and appointing or promoting persons to positions in the school department, the substance of which appears below?" Thereafter the list of positions filled is set forth.

In the January *Bulletin* of the Civic Association, President Don Belin gave his thanks "to the volunteer workers from all over Cambridge for the fine job of getting 13,252 signatures on the referendum petition." Said Mr. Belin further, "Such heartfelt concern for Cambridge and such willingness to give time and energy are assurances that our city has a future with a place for good government in it."

## Teenagers Aid City Governments

Cities are enlisting the aid of their teenagers in useful civic projects, reports the American Municipal Association in its *American Municipal News*. Purpose of the programs is to give high school students "an understanding and appreciation of the problems of local government"



and to interest them in careers in public service.

Middletown, Ohio, has a cadet plan for high school seniors. Each of the 35 students gives several afternoons a week after school to help in city departments. Says the *News*: "Each student is assigned a department and receives instruction and work from the head of the department. The time spent on a job varies from one to six weeks, depending upon the nature of the work. When an assignment is completed, the student moves to another department and a new experience. At the end of the year the student has had an opportunity to observe and participate in all the different city functions.

"Typical work projects are preparing water and sewer bills for mailing, accompanying building inspectors in the field, developing pictures for police records, recording minutes of the city commission and testing water in public pools."

In Newark, New Jersey, high school seniors and college students will act as a temporary task force in a drive against unpaid personal tax bills. "The students will be hired at \$1.00 an hour part-time to sift through 250,000 individual delinquent items totalling \$3,400,000. They will prepare and mail tax warrants. The first group hired to start this project will include between 20 and 25 students who will be given temporary civil service titles as clerical assistants."

In Rangley, Colorado, a teenage traffic court has been established with the legal status of an advisory group to the local magistrate. Its jurisdiction includes cases of driving and parking violations on the part of high school students.

"Two student policemen have been selected by the students themselves to issue the citations. A junior girl student is the judge and votes in case of a tie between the two student jurymen.

"If a teenager receives a traffic ticket from a Rangley policeman, he may request that he be allowed to come before

the student court. The court makes a ruling in the case and it is then referred to the police magistrate for approval. The magistrate has not disapproved any of the advisory court rulings.

"If the student policeman issues a summons for a violator to appear in court, it may be ignored, as he is not officially a member of the force. In this case, he may swear out a complaint before the town marshal and appear as a witness in police court. Officials report that the teenage court has reduced the number of violations among students."

### ***Seattle League Members Express Themselves***

As reported in this column for May (see page 263), the Municipal League of Seattle and King County sent questionnaires to some 10 per cent of its members asking why they joined the league, how they felt about its activities, and what they thought of its publication, the *Municipal News*. Final results are published in the *News* for April 20.

"We may be pardoned for feeling grateful at the dominant expression of satisfaction and confidence in what the League is doing," reports the publication. "Three hundred eighty-six persons, or 88 per cent of those responding, said, 'We joined the league because we believed in its program and purpose' and did not indicate any change in this view. Eighty-six per cent said the league is 'highly effective' or 'fairly effective' in accomplishing its purpose."

Some returns offered vigorous criticisms which, comments the *News*, can be quite helpful.

Seventy per cent read *Municipal News* thoroughly; 75 per cent thought the *News* "well written and informative," while 1 per cent reported it was "dull and uninteresting."

As to the league's appraisal of candidates running for public office, 86 per cent felt that league appraisals gen-

erally have been "unbiased and accurate." A few believed them inaccurate.

Forty per cent felt that candidate reports have an "appreciable effect" on the election of partisan candidates; 48 per cent thought it effective for election of nonpartisan candidates; 74 per cent thought it most effective as to propositions. Seven per cent thought it "biased in favor of Republicans" and 1 per cent "in favor of Democrats."

Sixty-one per cent felt the league's "outlook" on civic problems about right; 11 per cent felt it was too conservative; 2 per cent thought it too liberal.

As to the effectiveness of the league, 40 per cent thought it "highly effective"; 46 per cent "fairly effective"; and 7 per cent felt it is "falling considerably short" of accomplishing its purposes.

Seventy per cent believe the league's management by officers, boards of trustees, committees and staff "reflects the thinking of the majority of members"; 4 per cent said it doesn't.

Of the 475 questionnaires mailed to members (approximately one in ten) 35 per cent responded. An additional 275 members filled in the questionnaire published by the *Municipal News*, making a total of 440 replies received, representing about 9 per cent of the membership.

### ***Citizen Committees Active in Beverly Hills***

Citizen committees continue to play an important part in local government activity. The February issue of *Western City*, official publication of the leagues of cities of Alaska, Arizona, California, Nevada, Oregon and Washington, carries a story on the work of 25 citizen advisory committees which help form policy in Beverly Hills, California. Written by Robert J. Huntley, city manager of Santa Paula and formerly assistant administrative officer in Beverly Hills, the article attempts to answer the question, "Just how big a part does citizen participation—the

interest of Mr. Taxpayer and Mr. Resident—play in the development of municipal policy in a community?" "In Beverly Hills," says Mr. Huntley, "it plays a tremendous role and its impact has been demonstrated again and again."

Mr. Huntley reports that in April 1952 the Beverly Hills city council set up a group of citizen committees "charged with the responsibility of studying specific policy problems and developing comprehensive reports and recommendations to guide the council in making important decisions." These committees have relieved the council of routine research necessary to make wise decisions.

Twenty-five advisory committees of from five to fifty members each have been appointed by official motion of the council. They cover such matters as the civic center park, planning and parking, street lighting, gas appliance, public construction coordination, oil development, recreation and youth activities. Largest group is the height limit committee, studying and developing recommendations concerning the possible revision of the four-story limit on commercial buildings.

"The use of committees to discuss complex problems with varying viewpoints, and subjects controversial in nature, has materially reduced the time required by the council in handling these important matters. All committees are formally appointed by the mayor with the approval of the city council, and the administrative officer coordinates the various committee activities and assignments, serving as liaison between the committees and the council.

"Members are not compensated, but are presented with a formal certificate, upon appointment, which expresses the appreciation of the city council. The certificate, together with frequent press coverage, provides recognition to these citizens who help guide council policy.

"The theme of citizen participation in Beverly Hills is 'City business is your business.' The people who serve on citi-

zen committees know this and tell their friends and acquaintances."

### **LWV Wants County Manager**

The League of Women Voters of DeKalb County, Georgia, is sticking to its contention that a council-manager form of government would be better for the county than the system it now has. Continued support of the principle was one of four planks adopted at the league's annual meeting this spring. The county recently changed from a single commissioner form of government to a commission of four plus an elected chairman who acts as the county's administrator.

Other planks in the league's platform include improvement of election machinery, adequate child welfare service and adequate school financing.

### **Advisory Committee Reports**

A Citizens Advisory Committee of Charleston County, South Carolina, has recently presented its report on *Tax Assessment and Capital Improvements*, "containing recommendations for tax assessment procedures and capital improvement programming," (twelve pages) to the Charleston County Planning Board.

### **Starts Spring Training**

The Citizens Plan E Association of Worcester, Massachusetts, according to John F. Battles, reporting in the *Worcester Telegram*, has "started its spring training. From now on it will be getting ready for the big game next fall when Worcester voters go to the polls to elect a city council and school committee." The association plans to endorse nine candidates for the former and six for the latter "unless there aren't enough candidates who measure up to the CEA's yardstick." This is one candidate for each vacancy.

Before a candidate is endorsed, reports Mr. Battles, "he or she must have had or agreed to have a public interview. That's new. In the past a candidate could

settle for a private interview with the CEA brass if he wished." Endorsed candidates must, of course, agree to support Worcester's Plan E charter, which provides the council-manager plan with proportional representation for the election of the city council and school committee.

### **Citizenship Conference**

"Imperatives for Peace" is the theme for the twelfth annual National Conference on Citizenship, scheduled for September 16-18 at the Statler Hotel, Washington, D.C. It is expected that delegates from several hundred organizations will represent all levels of government; religious faiths; professional, veteran, farm, civic and youth organizations; labor, business, industry and finance; and others.

The conference was founded in 1946. Its purposes are "To support and strengthen the efforts of the people in maintaining the blessings of freedom and justice and in protecting and perpetuating the principles and ideals upon which this nation is founded; to develop a more thorough knowledge of citizenship rights and responsibilities; to inspire a deeper devotion to citizenship obligations; to encourage ever more effective participation in citizenship activities; and to promote a spirit of cooperation on the part of all citizens."

Chief Justice Earl Warren is its honorary chairman and Former Associate Justice Justin Miller is president.

### **Conducts Poll**

During the week of March 18, members of the League of Women Voters of New York City polled more than 3,000 voters, asking such questions as "What do you like most about living in New York City?" "Why?" "What do you like least?" There were also questions on which city services are being best administered, which are worst administered; one about residence laws for city jobs; one about patronage and one about

rent control. Prior to the conduct of the poll, members participating were given a thorough briefing. Results of the poll were announced at the league's convention on May 21.

### ***TV Planning Series***

The Office of Television Activities at Washington University, in cooperation with the Metropolitan Plan Association of the St. Louis area, conducted a television series on "Planning Better Communities" on Mondays from April 8 to May 6. Each program was a dramatic presentation of people working to make their communities better. Three programs were devoted to individual communities—Belleville, Illinois; Clayton, Missouri; and Madison County, Illinois. The fourth program showed the local Planning Officials Exchange pin-pointing opportunities for effective planning between St. Louis City and surrounding counties; the fifth came from the Fifth Annual Metropolitan Planning Conference of St. Louis, which saluted the progress of agencies working to solve metropolitan problems.

### ***Form Charter Committee***

Representatives of the Municipal League, League of Women Voters and the Central Labor Council of Spokane, Washington, attended a special city-wide citizens meeting on April 16 to organize a Joint Committee for Charter Revision. A panel of five discussed various forms of municipal government including the council-manager, commission and strong mayor plans.

### ***53rd Anniversary***

The Woman's Club of Tacoma, Washington, recently held its 53rd annual

president's breakfast, celebrating the golden anniversary of its entry into the Washington State Federation of Women's Clubs. The club has long been interested in the civic welfare of Tacoma and its members played an active part in the local civic efforts which in 1956 brought Tacoma an All-America City Award.

### ***Maryland Conference***

The third annual Maryland Conference on Citizenship was held April 27 at Annapolis. Objectives of the conference, sponsored by some 30 local and statewide organizations, include "development of a more active, alert, enlightened, conscientious and progressive citizenry." Dr. Earle T. Hawkins is chairman.

### ***Annual Civic Assembly***

The Chicago City Club held its annual civic assembly on April 22. Five section meetings were scheduled for 4 P.M., discussing city planning and urban renewal, constitutional convention, higher education, judicial reform and state fiscal reorganization. At the dinner following the sessions Hon. Benjamin S. Adamowski, state's attorney of Cook County, spoke on "Highlights of My First Four Months as State's Attorney."

### ***Strictly Personal***

Norman Cousins, editor of *The Saturday Review*, has become a member of the board of directors of the Educational Television and Radio Center at Ann Arbor, Michigan.

The Connecticut Merit System Association has elected Kimberly Cheney, Hartford insurance agent, as its president for the next two years.

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Researcher's Digest . . . . . Edited by Thor Swanson

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## Citizens Analyze Florida Tax Setup

### Reports Cover Wide Range of State and Local Levies

A COMPREHENSIVE study of the tax structure in Florida is being concluded shortly with the publication of *Financing State and Local Government in Florida*, by Wylie Kilpatrick, in June, and a later synthesis of all the reports published by the sponsoring Florida Citizens Tax Council.

To date the council has been responsible for the production of the following reports in the monograph series:

*Highway-User Revenues in Florida*, by LeRoy Qualls, 33 pages, 1956; *Taxation of Selected Public Utilities in Florida*, by William P. Dillingham, 38 pages, 1957; *Racing Taxes in Florida*, by Arthur L. Cunkle, 22 pages, 1957; *Documentary Stamp Taxation in Florida and Insurance Taxation in Florida*, by Paul J. Piccard, 59 pages, 1957; *General Sales Taxation in Florida*, by LeRoy Qualls, 73 pages, 1957; *Business Licenses, Fees and Taxes in Florida*, by William P. Dillingham, 55 pages, 1957;

Also *Alcoholic Beverage Taxation in Florida*, by Don E. Dickey, 49 pages, 1956; *Corporation Stock and Bank Taxation in Florida*, by Joe S. Floyd, Jr., 23 pages, 1956; *Cigarette Taxation in Florida*, by William P. Dillingham, 27 pages, 1956; *County Citizens Tax Councils in Florida: A Review of Reports from Pensacola to Key West*, by Paul J. Piccard, 98 pages, 1957; *Fact Book of Taxation in Florida*, by LeRoy Qualls and Wylie Kilpatrick, 52 pages, 1957;

Also *State Supervision of Local Assessment*, by William M. Griffin, 55 pages, 1957; *Taxation of Railroad and Other*

*State Assessed Companies in Florida*, by Merrill J. Roberts, 45 pages, 1957; *Taxation of Intangible Personal Property in Florida*, by William P. Dillingham and William M. Griffin, 56 pages, 1956; *Collection of Florida State Taxes*, by Penrose B. Jackson, 40 pages, 1956; *County Property Tax Assessment in Florida*, by Ernest E. Means and W. M. Martin, 175 pages, 1957.

The last five were published by the Bureau of Governmental Research and Service, School of Public Administration, Florida State University, Tallahassee. The other staff reports, as well as the *Report and Recommendations of the Florida Citizens Tax Council* (32 pages, 1957) have been issued directly by the Florida Citizens Tax Council (State Capitol Building, Tallahassee).

The council's recommendations include a wide range of possible reforms for purposes of equity and sound administration and point to possible expanded revenue sources. In addition, the council suggests a state research unit charged with a continuous study of tax problems.

The Florida Citizens Tax Council was authorized by the legislature to examine state and local taxation in Florida for the 1955-57 biennium. Of its sixteen members, two were legislators designated by the Florida Legislative Council while the presiding officers of the two legislative houses were ex officio members. Governor Leroy Collins appointed twelve members including the chairman, Robert J. Plaus.

Wylie Kilpatrick was named executive secretary by the council, charged with the task of assembling staff for the research program and directing its work. After receiving the staff reports, the Tax Council conducted hearings and decided upon the recommendations presented in its report to the governor and legislature.

A unique phase of the total project developed out of the injunction in the enabling act "to receive from representative local groups within each county the results of studies made by them of local tax problems." In the words of the report:

"County citizens tax councils were appointed in 55 counties by Governor Collins from locally nominated citizens who presented their views in their own discretion. Fifty-one county councils submitted reports, covering school, municipal and county finance.

"Organization of the county citizens tax councils represented a pioneer effort for state and local cooperation in which the county councils reported their findings, views and recommendations to the state and, at the same time, submitted their reports to local officials. Over 1,000 Florida citizens served without pay on the county councils, consisting of a cross-section of leaders from large and small communities and rural areas. Despite the handicap of limited time during which the councils prepared their reports, their work is valuable both now and as a token for future state and local cooperation."

### **Initiate Urban Research Committee**

The Highway Research Board of the National Academy of Sciences-National Research Council reports formation of a Committee on Urban Research to promote study of urban problems, particularly as they relate to all forms of transportation. The committee, conceived of as an interdisciplinary group, represents the fields of city planning, highway engineering, city management, geography, economics, sociology, business, industry and transportation. Initial funds for the committee have been provided by the Automotive Safety Foundation.

The task of the committee as set forth in a *Memorandum* is to: "(1) Appraise

the whole area of pertinent urban problems, (2) develop a comprehensive urban research pattern, (3) recommend a coordinated program for immediate action, (4) stimulate and sponsor research projects by responsible agencies or individuals, (5) arrange financing, (6) review findings and provide counsel for their dissemination and utilization, (7) provide counsel to the staff in the assembly of general background information related to the urban problem and previous research, (8) provide counsel in the preparation of the individual research prospectus, and (9) hold periodic forums for discussion of urban problems and reporting of progress."

The committee has decided to first focus its attention on transportation and that at present its research program would be based on two major areas: the interrelationships of land use and transportation and the interrelationships of transportation systems. The committee finds need to synthesize research findings already available, as a means of discovering areas that need to be researched.

The committee believes there can be no permanent solution to the transportation problem until ways can be found to bring land use, capacities of highways, and transit and transportation systems into balance and to sustain that balance; also, that it is important to project the patterns of future urban development in order to determine the staging and timing for any segment of transportation development.

The Committee on Urban Research welcomes proposals for research projects in the fields of its two major interests listed above. Qualified research groups which wish further information on submitting such proposals to the committee should write Joseph L. Intermaggio, project director, Committee on Urban Research, Highway Research Board, National Academy of Sciences-National Research Council, Washington 25, D.C.



### **Mississippi Legislative Apportionment Studied**

To the growing list of states whose legislatures have undergone apportionment studies Mississippi may now be added—twice. Edward H. Hobbs has done it in *Legislative Apportionment in Mississippi* (University, Bureau of Public Administration, University of Mississippi, 96 pages, 1956), as has Leon Wilber in *Reapportionment of the Mississippi Legislature: An Analysis of the Question* (Jackson, Committee on Public Administration and Taxation, Mississippi Economic Council, 65 pages, 1956).

The more comprehensive Hobbs analysis takes a basically historical approach to the problem of malapportionment in Mississippi and uses many maps, tables and graphs to show the extent to which Mississippi measures up to the theoretical standards of legislative representation he initially presents. In addition, he reviews attempts at reform in his own state and in others and proposes his own solution.

With generous use of graphs, Mr. Wilber also points out the disparity in representation as gauged by several standards. He too comes up with certain reapportionment formulas.

The two reports show what has become a common story within the states—wide variations in the number of persons represented by the Mississippi legislators. For example, the Wilber study shows that Claiborne County has 3,368 registered voters per senator, while Harrison County has 56,000; Issaquena County has 675 registered voters per representative, Harrison has 18,667. In spite of these extreme cases Mr. Hobbs points out that representation is on the whole not as far out of line for total population as one might expect, considering there has been no reapportionment for approximately 60 years.

Both reports analyze the effect of reapportionment upon the political power of the Negro.

The problem of an equitable reapportionment in Mississippi is complicated by a provision in the constitution dividing the state into three "great divisions," which was designed to keep the Negro from dominating the legislature. It provides that increases and reductions in the number of representatives in any one of the great divisions must be accompanied by a similar change in the other two. In addition to this and other constitutional blocs, Hobbs considers other important obstacles to revision in Mississippi to be "the legislators . . . who feel they would be disloyal to their counties in supporting a fairer reapportionment which might mean a loss of their counties' or districts' political strength and a belief that reapportionment might mean Negro dominance in the legislature."

The author of the Bureau of Public Administration volume suggests a constitutional amendment which would "(1) Destroy the iron grip that the three-division system exerts against equity in representation, (2) place the legislative apportioning responsibility in some body other than the legislature, employing arrangements similar to those found in Arkansas, Ohio and Missouri, (3) empower any citizen to contest within 30 days an apportionment made by this special apportioning body in the Mississippi State Supreme Court, the court to determine if the apportionment has fashioned as much equality of representation in the districts as possible and to revise the apportionment if discovered to be inequitable, and (4) make the effective date of such an amendment no earlier than 1970."

### **Capital Improvement Planning and Finance Analyzed**

*Public Capital Improvement Planning and Finance by Major Governments in the Principal Metropolitan Areas* (Pittsburgh, Pennsylvania Economy League, Inc., Western Division, 95 pages, 1956) is a self-styled "pioneering" inventory of

the current and future capital improvement programs of central cities, principal counties and major authorities in the larger metropolitan areas. The heart of the study lies in the functional analysis of capital improvement programs of these major governments and a discussion of selected capital improvement planning and financing trends.

A list of fifteen topics for further research in the area is presented.

### **Public Relations Course Manual Developed**

*A Public Relations Training Course for Municipal Employees* (Chicago, 27 pages, 1957), by Robert J. Huntley, has been published by the Government Public Relations Association. Various aspects of the manual deal with understanding the agency, its history, organization and functions, understanding the citizen public, use of the telephone, public relations in correspondence, courtesy and safety with public vehicles, and employees' personal attitudes. A seven-meeting course is projected. A selected bibliography is appended.

### **Strictly Personal**

John H. Current, formerly assistant director of the Washington State Research Council, has been appointed its executive director, succeeding Ewen C. Dingwall, who has become project director of Seattle's Civic Center and Washington's World's Fair of 1960-61.

The Sears-Roebuck Foundation has announced the names of those selected to receive graduate fellowships in city planning and the schools selected by the students for their training: Ralph A. Gakenheimer, Towson, Maryland, Cornell University; Lester A. Hole, Brooklyn, New York, University of Pennsylvania; Leroy O. Myers, Morgantown, West Virginia, Michigan State University; Alfred P. Van Huyck, Aberdeen, Maryland, University of North Carolina; and Henry S. Brinkers, Urbana, Illinois, Massachusetts Institute of Technology.

### **PROPORTIONAL REPRESENTATION**

(Continued from page 310)

peal measures in Massachusetts does not necessarily indicate any widespread opposition because, in that commonwealth, any citizen may have a bill introduced and committees must report out all bills submitted to them. This requires many measures to be summarily voted down, as was done with the P. R. repeal bills this year.

### **Lowell May Keep P. R.**

The 1955 referendum by which Lowell, Massachusetts, voted P. R. out of its city charter has been ruled to have been improperly submitted to the voters because of failure to notify voters of the referendum by mail and lack of an effective waiver of the mailing requirement by the city council. The ruling was made in March by Superior Court Judge Reuben L. Lurie in a suit brought by Councilor Samuel A. Sampson. The city council has voted to appeal the decision and also to petition the legislature for a special act to place a new referendum on the ballot at the fall election.

Unless Judge Lurie's decision is reversed, Lowell's P. R. system will be used again in the city election next November.

### **British Broadcast Carries P. R. Program**

A radio program on P. R. was broadcast by the B. B. C. on Monday evening, April 22. According to a news letter from the London office of the Proportional Representation Society, the program was arranged as the result of the receipt by B. B. C. of a large number of inquiries about proportional representation and voting methods. The society was asked to supply an expert on the subject and an explanation of P. R. was recorded by Miss Enid Lakeman, the society's research secretary.

# Books in Review

## *Special Districts*

SPECIAL DISTRICT GOVERNMENTS IN THE UNITED STATES. By John C. Bolens. Foreword by John M. Gaus. Berkeley and Los Angeles, University of California Press, 1957. xiv, 280 pp. \$4.50.

This is the first book written on the subject of special district governments, as a whole, in this country. The author deals with both school and non-school special districts of many types, and his new material, comparisons and contrasts are illuminating and valuable. The subject is not an easy one. It abounds in variety among our 48 commonwealths as to governmental purpose of the special district, method of creation, form of government, financial support and control, relationship to existing general units of local government, as well as to state and federal governments, and in other details.

The author has conceived his task to be that of classifying and summarizing with respect to the existing picture rather than making a complete catalog and count of all special districts as of a point in time. Much of the information was based on research in the field. The reader who is looking for complete statistical detail on the number and types of special districts in any particular state is not likely to find it here. There is, however, a considerable discussion of the causes of the recent rapid growth of non-school special districts and the harmful effects they are having for a soundly structured system of local government in the metropolitan areas, the urban fringe sections and the rural parts of the United States.

The author singles out particular cities or states for a generalized history to illustrate the kinds of developments he discusses. Thus, he describes in more detail certain situations in such mid-west and western locations as St. Louis, Cleveland, Chicago, Detroit, San Fran-

cisco, Los Angeles and, on two occasions, Nebraska and Illinois. While he discusses municipal authorities in Pennsylvania, he has not given similar attention to states in the heavily urbanized and metropolitanized northern part of the Atlantic seaboard. He passes over the very significant Port of New York Authority in favor of its pale copy, the Bi-State Development District (St. Louis).

Although the book is generally scholarly in form, some important factual statements are not supported. For example, it is stated that Connecticut "is far ahead in number of active junior city districts" but not one is named nor is a source for further information given in a footnote.

The author's point of view is clear throughout, for instance, "Simply stated, there are too many separate governments and special districts are largely responsible." He objects to them because they are "uncontrolled by the public," they represent a "piecemeal unintelligent attack on the problem of government," and they are often "too small" and hence "uneconomic." The author concludes that their recently accelerated growth "seriously threatens the largely beneficial twentieth-century development of the integration of functions in general units under a single central authority. Because special districts are too numerous, and because they are only palliatives offering no long-range solution, they weaken general local governments and lessen the possibility of attaining a governmental system that is both responsive and responsible." Recommendations are made looking toward a reduction in the number of special districts. In his concern with neat governmental structure, the author has hardly any praise for the worthwhile job of public service given by many special districts. Nor does he ask whether a single central authority can become too big.

The book is attractively printed and bound, and has an index and bibliographical notes.

Bollens deserves our deep gratitude for tackling a most unpleasantly complicated subject and coming up with a useful and stimulating volume.

CHARLTON F. CHUTE

Institute of Public Administration

### **Management**

**THE PATTERN OF MANAGEMENT.** By Lyndall F. Urwick. Minneapolis 14, University of Minnesota Press, 1956. vii, 100 pp. \$2.50.

The book consists of a collection of five lectures by Colonel Lyndall F. Urwick at the University of Minnesota in 1955. Chapter headings indicate the range of discussion: Management in an Adaptive Society, The Marriage of Theory and Practice, The Main Outline of Management Knowledge, The Principles of Government and of Leadership, and The Principles of Government and Management.

The broad experience, insight and wit of the author sparkle in well turned phrases which show the study of management to be a challenging and delightful experience.

"Leading by persuasion" is touched upon by Colonel Urwick, who indicates his belief that the emphasis on "persuasion" is a symptom not of progress in human relations but a lack of progress in organization. There has been too much specialization unaccompanied by any corresponding development in coordination. Enterprises are suffering from this lack of organizational balance, particularly at the top."

On the subject of planning principles, the author indicates that, "Planning must be the expression of policy or it is meaningless. . . . The principle underlying separation of planning from performance is simplification. . . . Simplification enters into process with standardization.

. . . The principle underlying all planning should be balance." But not to be overlooked is that planning "is a point of view, not a matter of Colouredex and Kardex, Findex and Mindex."

Anyone interested in the philosophy of management and its application to government or industry will, without question, find the reading of this brief book illuminating.

T.R.W.

### **Ballot Position**

**BALLOT POSITION AND VOTER'S CHOICE.** By Henry M. Bain, Jr., and Donald S. Hecock. Detroit, Wayne State University Press, 1957. xiv, 108 pp. \$1.95.

"Position effect" on ballots—especially the advantage of first position on lists of candidates—has long been sensed by experienced politicians as valuable and in seventeen states the election laws provide for rotation to give all candidates an equal chance for a share of the votes that drift to the name in first position. In other states the laws provide elaborate rules for according first position to candidates or party lines or columns.

Applying careful statistical methodology to evidence available after elections in Michigan and Ohio, the authors prove that meaningless voting for the first name is a reality important enough to turn close elections and they measure it down to two decimal points in a series of actual cases. It is the first and only such study and "demonstrates that the voters are being called upon to make choices which lie beyond the abilities of many of them." In other words, ballots are too long and include many junior offices whereon the voter has no opinion to express. Characteristically, however, he votes on them anyway and with so little discrimination that the mere fact of seeing a name in first position is determining to him.

Significantly a nonpartisan election for city councilmen under the council-manager plan in Kalamazoo showed almost

no position effect, the councilmen being the top men of the city government, attracting scrutiny and being relatively well known to all voters. But those who voted for three judge of probate positions lost in the huge lists on Detroit primary ballots (1952) had no opinions to express and first position put the top man 22 per cent above the average.

So far as this finely studied evidence goes, it validates the short ballot principle for which there is abundant cruder proof obtainable by the less painstaking and less meticulous process of finding, by public opinion pollster methods, that no more than 4 per cent of Michigan voters can name the elective state treasurer or would know the difference if the ballot printer put the candidates in the wrong party columns.

R.S.C.

### ***Campaign Costs***

**MONEY AND POLITICS.** By Alexander Heard. New York 16, Public Affairs Committee, 1956. 28 pp. 25 cents.

Stimulating indeed is this pamphlet devoted to the problem of financing political campaigns in the United States. One suggestion is for campaign funds to be made available through federal appropriations, an idea which evokes diverse reaction today as it did when advocated by President Theodore Roosevelt in 1907.

Despite the fact that campaigns now cost many more dollars and income taxes have changed the financial status of many contributors, the past 50 years have brought election law changes chiefly in the form of restrictions on donors and in the accounting of campaign funds by candidates. Professor Heard points out that although estimates of out-of-pocket cash expenditures for nominating and electing all public officials in the U.S. in 1952 amounted to at least \$140 million, it is unlikely that total campaign costs have risen proportionately faster than other costs.

The need to supply the minimum cost

of election campaigns often affects the choice of candidates for public office and, as the pamphlet indicates, the net result "is vastly larger representation of financial interests than contemplated by equalitarian democratic theory."

Few will disagree that perhaps the most serious consequence of the failure to solve the problem of money in elections is citizen apathy and cynicism which has weakened their faith in government.

On the positive side, the author recommends new approaches which he presents as six principles to guide future action, the first being that campaign expenditures must be recognized as vital to the proper functioning of our democratic way of choosing public officials. He points out, however, that in a society based on free enterprise the power of those who represent large concentrations of wealth can never be controlled entirely, if indeed it should be.

T.R.W.

### ***Police***

**PARKER ON POLICE.** Edited by O. W. Wilson. Springfield, Illinois, Charles C. Thomas, 1957. xiv, 235 pp. \$4.75.

This collection of writings by Chief of Police William H. Parker, edited by O. W. Wilson, dean of the School of Criminology, University of California, expresses the philosophy of professional police service as exemplified by the administration and operations of the Los Angeles Police Department.

Chief Parker, one of America's best known police administrators, is obviously dedicated to the ideal of a professional police service which is simultaneously competent and edifying. Most all the issues he raises are of major import: American citizens are challenged to recognize the growth and inroads of crime and the necessity of attention to youth as the key to the future. The philosophy of professional police activity is presented as service oriented, and it is declared that underpaid or poorly trained

police must be expected to work poorly or fail in their assigned tasks. Organized crime is clearly delineated as a major threat to the internal security of the United States. Planning and research are flatly stated to be the *sine qua non* to any scientific approach to law enforcement.

These, and other allied areas of inquiry, are treated with sensitivity and understanding. Citizens who are seeking a better understanding of local law enforcement should find here criteria with which to judge their own police problems.

A. C. GERMANN

School of Police Administration  
and Public Safety  
Michigan State University

## Additional Books and Pamphlets

### *Aged*

STATE PROGRAMS FOR THE AGING. A Review of the Problem and of Recent Action in the States. Chicago, Council of State Governments, 1956. 55 pp. \$1.50.

### *Assessments*

ASSESSMENT ADMINISTRATION 1956. 22nd International Conference on Assessment Administration, Miami Beach, Florida, November 25-29, 1956. Chicago, National Association of Assessing Officers, 1957. x, 145 pp.

METHODS AND PROCEDURES USED IN MEASURING THE RATIOS OF ASSESSMENTS TO SALES PRICES. Houston 2, Texas, Tax Research Association, 1957. 10 pp.

### *Citizen Boards*

FUNCTIONS OF CITIZEN BOARDS & COMMISSIONS, CITY OF LUBBOCK, TEXAS. Lubbock, City Manager's Office, 1956. 55 pp.

### *Civic Awards*

A GUIDE FOR USING SUPERIOR PERFORMANCE AWARDS TO IMPROVE GOVERN-

MENT OPERATIONS. Washington 25, D.C., United States Civil Service Commission, 1956. 29 pp.

### *Civil Rights*

FREEDOM AGENDA IN THE COMMUNITY 1954-1956. A Community Adventure in the Discussion of Freedom. New York 16, Carrie Chapman Catt Memorial Fund, 1957. 70 pp.

YOUR CIVIL RIGHTS. Grand Rapids, Michigan, Human Relations Commission, 1957. 32 pp.

### *Debt*

DEBT MANAGEMENT AND MUNICIPAL CREDIT. By David M. Ellinwood, Wade S. Smith, Walter H. Tyler, etc., Chicago 37, Municipal Finance Officers Association of the United States and Canada, *Municipal Finance*, February 1957. 40 pp. 50 cents.

STATEMENT ON BONDED DEBT AND PLANS FOR BOND SALES STATE OF CALIFORNIA. Including a Summary of the State's Economic Background, Growth, Industrial Development and Financial Situation. Sacramento, California State Treasurer, 1957. 23 pp., tables.

### *Democracy*

PROBLEMS OF POWER IN AMERICAN DEMOCRACY. Edited by Arthur Kornhauser. Detroit, Wayne State University Press, 1957. xi, 239 pp. \$5.00.

### *Downtown Areas*

WILL DOWNTOWN FACE UP TO ITS FUTURE? By James W. Rouse. Washington, D.C., Urban Land Institute, *Urban Land*, February 1957. 4 pp. \$1.00.

### *Elections and Voting*

HOOSIERS GO TO THE POLLS. An Analysis of the Voting Record of Indiana During Recent Decades. By James A. Riedel. Lafayette, Indiana Citizenship Clearing House, 1956. 37 pp.

METHODS OF ELECTION. By Mrs. John Maistrovich. Bloomington, Minnesota, League of Women Voters of Bloomington, 1957. 22 pp.



### **Functional Consolidation**

FUNCTIONAL CONSOLIDATION OF SERVICES IN CITY-COUNTY GOVERNMENT: Selected Annotated References. Detroit 26, Detroit Public Library, Municipal Reference Library, 1957. 14 pp.

### **Housing**

AMERICAN HOUSING AND ITS USE. The Demand for Shelter Space. By Louis Winnick. New York City, John Wiley & Sons, 1957. xiv, 143 pp. \$5.50.

HOUSING CODE PROVISIONS: A REFERENCE GUIDE FOR CITIZEN ORGANIZATIONS. New York 20, American Council to Improve Our Neighborhoods, 1956. 36 pp.

MUNICIPAL HOUSING CODES IN THE COURTS. New York 20, American Council to Improve Our Neighborhoods, 1956. 21 pp.

### **Juries**

HANDBOOK FOR JURORS IN GEORGIA. By Frank K. Gibson. Athens, University of Georgia, Bureau of Public Administration, 1956. 32 pp.

JURY FEES IN CIVIL CASES. By Kenneth K. Lau. Honolulu, University of Hawaii, Legislative Reference Bureau, 1956. 58 pp.

### **Justice of the Peace**

THE OFFICE OF THE JUSTICE OF THE PEACE IN GEORGIA. By Robert E. Gibson. Athens, University of Georgia, School of Law, Institute of Law and Government, 1956. xv, 136 pp.

### **Labor Force**

ANNUAL REPORT ON THE LABOR FORCE, 1956. Washington 25, D.C., U.S. Department of Commerce, Bureau of the Census, *Current Population Reports*, March 1957. 45 pp. 30 cents. (Apply Superintendent of Documents, U.S. Government Printing Office, Washington 25, D.C.)

### **Labor Relations**

CURRENT ISSUES IN INTERNATIONAL LABOR RELATIONS. Edited by John P. Windmuller. Philadelphia, The American

Academy of Political and Social Science, *The Annals*, March 1957. 195 pp. \$2.00.

### **Legislation**

MANUAL FOR USE IN DRAFTING LEGISLATION FOR INTRODUCTION IN THE NEW JERSEY LEGISLATURE. Trenton, New Jersey, Law Revision and Legislative Services, 1957. 47 pp.

1956 LAWS OF INTEREST TO NEW JERSEY MUNICIPALITIES. (Sixth Annual Edition.) Trenton 8, New Jersey State League of Municipalities, 1957. 63 pp. \$1.00.

### **Legislative Bodies**

REPORT OF THE PRE-LEGISLATIVE CONFERENCE, Spokane, Washington, December 7-8, 1956. Seattle 1, Washington State Research Council, 1957. 20 pp.

### **Metropolitan Areas**

BACKGROUND FOR ACTION. First Report of the Metropolitan St. Louis Survey. University City, Missouri, February 1957. 85 pp. \$1.00. (Apply The Survey, 8147 Delmar Boulevard, University City 24.)

CAN FEUDISTS GROW TOGETHER? Fort Worth is Cattle and the West, Dallas is Cotton, Banks and the East, and They've Been Fighting Since Dallas Grabbed the First Railroad That Pushed into the Area. But Oil Fuels Both Their Economies, and Now Industrial Expansion is Bringing Them Face to Face, Providing New Road Links, Spurring Tentative Hands-Across-the-Fence Moves to Build for Joint Future Growth. New York, *Business Week*, March 9, 1957. 13 pp. 25 cents.

DETROIT AREA STUDY BIBLIOGRAPHY. A Complete Bibliography of Available Materials Based on Data Collected by the Detroit Area Study from September 1, 1951, to January 1, 1957. Ann Arbor, University of Michigan, Detroit Area Study, 1957. 10 pp.

PROBLEMS OF THE URBAN FRINGE.<sup>1</sup> Volume I: Klamath Falls Area, Medford

<sup>1</sup> See the REVIEW March 1957, p. 156.

Area, North Lincoln County Beach Area, Prineville Area, Roseburg Area; Volume II: Eugene-Springfield Area, Portland Area, Salem Area. Prepared for the (Oregon) Legislative Interim Committee on Local Government. Eugene, University of Oregon, Bureau of Municipal Research and Service, 1957. 267 and 195 pp. respectively. \$5.00 and \$4.00.

RESIDENTIAL GROWTH PATTERNS IN METROPOLITAN AREAS. By Uriel Mannheim. Washington 6, D.C., Urban Land Institute, *Urban Land*, March 1957. 6 pp. \$1.00.

THE SUBURBANIZATION OF ADMINISTRATIVE OFFICES IN THE SAN FRANCISCO BAY AREA. By Donald L. Foley. Berkeley, University of California, Bureau of Business and Economic Research, Real Estate Research Program, 1957. 53 pp. Illus. \$1.50.

### **Motor Vehicles**

CASH OR CONTROL? What Is the Proper Function of the Driver and Vehicle Licensing Agency of the State of New York? A Study and Critical Analysis. New York City, Citizens Union of the City of New York, 1957. 7 pp.

CHANGES SUGGESTED IN THE MOTOR VEHICLE LAWS OF NORTH CAROLINA. Chapel Hill, University of North Carolina, Institute of Government, 1957. 50 pp. \$1.50.

MOTOR VEHICLE ACCIDENT COMPENSATION. Springfield, Illinois Legislative Council, 1956. 37 pp.

TAXATION OF COMMERCIAL MOTOR VEHICLES. St. Paul, Minnesota Legislative Research Committee, 1956. 35 pp. Tables.

### **Municipal Government**

MINUTES OF THE 53RD ANNUAL CONVENTION OF THE UNION OF BRITISH COLUMBIA MUNICIPALITIES. Held at Penticton, British Columbia, October 3, 4 and 5, 1956. New Westminster, B.C., the Union, 1956. 74 pp.

MUNICIPAL GOVERNMENT IN DADE COUNTY. Miami, Florida, Dade County Research Foundation, 1957. 11 pp.

### **Municipal Report**

BETTER GOVERNMENT: A YEAR OF PROGRESS. Third Annual Report (1956) of Mayor Robert F. Wagner to the City Council and to the People of New York City. New York, Mayor's Office, 1957. 122 pp. Illus.

### **Neighborhoods**

ORGANIZATION OF BLOCK GROUPS FOR NEIGHBORHOOD IMPROVEMENT: THE HYDE PARK-KENWOOD COMMUNITY CONFERENCE. New York 20, American Council to Improve Our Neighborhoods, 1956. 16 pp.

### **Planning**

AMERICAN PLANNING AND CIVIC ANNUAL, 1955. A Record of Civic Advance in the Fields of Planning, Parks, Housing, Neighboring Improvement and Conservation of Natural Resources, Including Addresses Delivered at the National Citizens Conference on Parks and Open Spaces, of the American Planning and Civic Association, Acting with the American Institute of Park Executives, Council of Metropolitan Regional Organizations, National Recreation Association, National Conference on State Parks, and Other Cooperating Sponsors, Held at Washington, D.C., May 22-25, 1955, and Addresses Delivered at the 25th Annual Meeting of the National Conference on State Parks, Held at Stowe, Vermont, September 25-29, 1955, Including the Roll Call of the States. Edited by Harlean James. Washington, D.C., American Planning and Civic Association, 1956. x, 201 pp. \$2.00.

BOROUGH OF FAIR LAWN, Bergen County, New Jersey. MASTER PLAN STUDIES: LAND USE, POPULATION, TRAFFIC, EDUCATION, RECREATION, UTILITIES. Princeton, New Jersey, Community Planning Associates, 1957. Various pagd. Maps.

DIRECTORY, STATE PLANNING AND DEVELOPMENT AGENCIES, Including Roster of Principal Staff Members. Washington 6, D.C., Association of State Planning

and Development Agencies, 1957. 97 pp. \$3.00.

A FEDERAL CITY PROGRAM. Adopted by the Committee of 100 on the Federal City, American Planning and Civic Association. Washington 5, D.C., American Planning and Civic Association, *Planning and Civic Comment*, Supplement—Part II. March 1957. 21 pp.

A REGIONAL PLANNING APPROACH for Camden, New Johnsonville and Waverly. Nashville, Tennessee State Planning Commission, 1957. 29 pp. Illus.

#### **Political Parties**

NATIONAL PARTY PLATFORMS, 1840-1956. Compiled by Kirk H. Porter and Donald Bruce Johnson. Urbana, University of Illinois Press, 1956. xi, 573 pp. \$10.

#### **Population**

ESTIMATES OF THE POPULATION OF THE UNITED STATES AND COMPONENTS OF POPULATION CHANGE: 1950 to 1957. Washington 25, D.C., U.S. Department of Commerce, Bureau of Census, *Current Population Reports*, March 28, 1957. 4 pp. 10 cents.

MOBILITY OF THE POPULATION OF THE UNITED STATES: March 1955 to 1956. Washington 25, D.C., U.S. Department of Commerce, Bureau of the Census, *Current Population Reports*, March 12, 1957. 18 pp. 15 cents.

#### **Public Administration**

PUBLIC ADMINISTRATION AND POLICY FORMATION. Studies in Oil, Gas, Banking, River Development and Corporate Investigations. Edited and with an Introduction by Emmette S. Redford. Contributors: York Y. Willbern, Ralph K. Huitt, Guy Fox, Comer Clay and Hugh M. Hall, Jr. Austin, University of Texas Press, 1956. xiv, 319 pp. \$5.75.

#### **Refuse Collection**

CONTROL OF GARBAGE DUMPING IN RURAL AREAS. Springfield, Illinois Legislative Council, 1956. 21 pp.

#### **Research**

1956—MORE EFFICIENT TEXAS GOVERNMENT THROUGH RESEARCH. Austin, Texas Research League, 1956. 16 pp. Illus.

#### **Salaries**

REPORT OF WAGE AND SALARY PROGRAMS IN THE MUNICIPALITIES OF ALLEGHENY COUNTY, 1956. Pittsburgh 13, Pennsylvania, University of Pittsburgh, Institute of Local Government, 1957. 89 pp. \$3.00.

SALARY AND WAGE DATA, MICHIGAN CITIES AND VILLAGES OVER 4,000 POPULATION. Hours of Work, Overtime Pay Practices, Holiday Pay Practices and Uniform Allowance Policy. Ann Arbor, Michigan Municipal League, 1957. 138 pp. \$3.50.

#### **State Government**

DIGEST OF CONNECTICUT ADMINISTRATIVE REPORTS TO THE GOVERNOR 1955-1956. (Volume X.) Hartford, Governor's Office, 1956. 288 pp.

#### **Streets and Highways**

AMERICAN HIGHWAYS TODAY. Edited by Poyntz Tyler. New York City, H. W. Wilson Company, 1957. 204 pp. \$2.00.

A PROGRAM FOR TEXAS HIGHWAYS. A Digest of a Report to the Texas State Highway Commission. Austin, Texas Research League, 1957. 16 pp.

THE ROAD AHEAD. The Exciting Story of the Nation's 50 Billion Dollar Road Program—The Greatest Construction Job in History. Peoria, Illinois, Caterpillar Tractor Co., 1957. 22 pp. Illus.

#### **Taxation and Finance**

COMPENDIUM OF STATE GOVERNMENT FINANCES IN 1956. Washington 25, D.C., U.S. Department of Commerce, Bureau of the Census, 1957. 68 pp. 40 cents. (Apply Superintendent of Documents,

U.S. Government Printing Office, Washington 25, D.C.)

**THE CURRENT FISCAL PICTURE AND THE PRESENT TAX STRUCTURE. TAX FACTS AND TAX POLICIES IN WASHINGTON STATE.** By John F. Sly. (5th and 6th Pocket Reports in a Series.) Seattle 1, Washington State Research Council, 1957. 30 and 20 pp. respectively.

**LOCAL PROPERTY TAX LIMITATION AND SPECIAL TAX RATE AUTHORIZATIONS IN PENNSYLVANIA.** Harrisburg, Pennsylvania State Chamber of Commerce, Research Bureau, 1956. 17 pp.

**1955 FINANCIAL STATISTICS, BOROUGHES IN CENTRAL COUNTIES OF PENNSYLVANIA.** Harrisburg, Pennsylvania Department of Internal Affairs, Bureau of Municipal Affairs, 1957. 49 pp.

**1955 FINANCIAL STATISTICS, BOROUGHES IN WESTERN COUNTIES OF PENNSYLVANIA.** Harrisburg, Pennsylvania Department of Internal Affairs, Bureau of Municipal Affairs, 1957. 41 pp.

**SUMMARY OF STATE GOVERNMENT FINANCES IN 1956.** Washington 25, D.C., U.S. Department of Commerce, Bureau of the Census, 1957. 21 pp. 15 cents.

**TAXES AND ECONOMIC PROGRESS.** An Address by J. Cameron Thomson. New York, Committee for Economic Development, 1956. 16 pp.

#### *Training for Public Service*

**STATE SPONSORED EDUCATION IN PUBLIC ADMINISTRATION.** An Appraisal of the Graduate Program and Other Public Service Training Under New York State Auspices. New York, Institute of Public Administration, 1956. 90 pp.

#### *Unemployment Insurance*

**A STUDY OF EXTENDING UNEMPLOYMENT INSURANCE TO AGRICULTURAL LABOR IN HAWAII.** Honolulu, Department of Labor and Industrial Relations and University of Hawaii, Legislative Reference Bureau, 1957. 72 pp.

#### *Urban Development*

**TOWARD NEW TOWNS FOR AMERICA.**

By Clarence S. Stein. Introduction by Lewis Mumford. New York, Reinhold Publishing Corporation, 1957. 263 pp. \$10.

### **BOSTON REAWAKENING**

(Continued from page 286)

Spasmodic efforts to marshal various interests in one civic band have usually run out of steam almost before they got started. Then in 1954 the first faint signs of the Boston reawakening appeared on the horizon. More and more individuals, many of them leaders in the community, began to offer their services to the city "to help change things." The time was ripe for a frank non-political appraisal of Boston and its needs.

At this point the Boston College School of Business Administration offered its facilities for regular seminars where papers on topics of community concern could be presented and problems thrashed out.

During the past three years there have been more than a dozen of these sessions attended by about 400 local leaders: insurance, public utility, manufacturing and industrial executives, bankers, merchants, public officials, labor leaders, economists and planners. Nearly every phase of the business, professional and social community has participated and interest has not diminished.

Now, as an important "corner stone" of the new Boston, Mayor Hynes has appointed a committee of a hundred citizens, comprised of the most influential leaders of Greater Boston. It will be divided into various subcommittees, each of which will act in an advisory capacity and make recommendations for building a better Boston.

## Name New Orleans Man League Officer

J. Raburn Monroe, New Orleans attorney and member of the firm of



J. Raburn Monroe

Monroe and Le-mann, has been elected regional vice president by the League's Executive Committee.

In addition to serving on various committees of the Bureau of Governmental

Research of New Orleans, Mr. Monroe in 1940 was chairman of a committee to prepare a legislative program for the governor of Louisiana, including the reorganization of the executive branches and the institution of a fiscal code.

He has served the Reconstruction Finance Corporation, the T. V. A., on the Graduate Council of Princeton University, and as a member of the Citizens Planning Committee for Public Education in New Orleans.

### Welcome Surprise

Recently the no longer active Citizens Council of Trenton, New Jersey, which was formed twenty years ago to protect the council-manager plan, was informed it still had \$301.07 in the bank.

The known members of the old board of the Council met and "voted to forward the entire sum to the National Municipal League to continue its outstanding work," according to a letter from H. Harvey Saaz, Trenton attorney.



Elsie S. Parker, assistant editor of the *REVIEW*, receiving from Executive Director Alfred Willoughby bonus check in recognition of her 25 years of service.

## Completes 25 Years of League Service

Elsie S. Parker, assistant editor of the *NATIONAL MUNICIPAL REVIEW*, in May rounded out 25 years of service with the League, thus becoming the third staff member to be ushered into the National Municipal League's "Quarter Century Club."

At an impromptu meeting of the staff before Miss Parker joined the other two "members," Mrs. Stella Foreman and Mrs. Olga Willoughby, at lunch, Richard S. Childs, volunteer staff member and chairman of the executive committee, expressed appreciation of her "conscientious pursuit of accuracy in reporting, which has given our *REVIEW* its scholarly precision, commanding the confidence of political scientists and governmental investigators everywhere."

Previous to joining the League's staff, Miss Parker was assistant secretary of the Proportional Representation League, a position she still holds on an extra-curricular basis.

## Cities Boast All-America Awards

All-America cities continue to reap advantages from their victories of 1956. Springfield, Missouri, is planning a week-long celebration this fall, under the sponsorship of 167 civic organizations, which will include a historical pageant.

The "Evergreen Girls State," a project of The American Legion Auxiliary of the state of Washington, for the second year took the All-America Cities awards as the hypothetical goal of the 350 girls participating in the program. The girls, high school seniors, are taken to a college campus where they study forms and problems of city, county and state government. One of their goals is to develop community planning and action for their respective cities that might merit an award.

The Brattleboro, Vermont, Chamber of Commerce, calling further attention to its All-America victory, has for the first time entered a contestant for the title of Miss Vermont in the Miss Vermont Pageant.

Tom Frazer, a member of the House of Commons, picked Prescott, Arizona, as one city to visit on a tour of study of American local government because Prescott received honorable mention in the contest. His trip was sponsored by the Government Affairs Institute of Washington and by the Ford Foundation.

Altus, Oklahoma, which last January received the award from James E. Webb of Oklahoma City, League regional vice president, is planning a second celebration in connection with the semi-centennial celebration of Oklahoma's statehood.

## Vernon Myers Honored

Vernon C. Myers, publisher of *Look Magazine* and a member of the governing Council of the National Municipal League, was the recipient in May of a Missouri Honor Award for Distinguished Service in Journalism. The award is conferred annually by the University of Missouri, of whose School of Journalism Mr. Myers is an alumnus.



## Cassella Back Full Time

After more than two years of dividing his time between the staffs of the League and the Government Affairs Foundation, William N. Cassella, Jr., has returned to the League on a full-time basis.

Dr. Cassella, a specialist in the field of metropolitan and county government, also was appointed recently as visiting associate professor of public administration at Columbia University, where he lectures on local and state government.



## Reid on ACTION Board

Thomas R. Reid, League regional vice president and director of the Office of Civic Affairs of Ford Motor Company, recently was elected a member of the board of the American Council to Improve Our Neighborhoods.



*New!*

## Model County Charter

TO help citizens, county officials and state legislatures strengthen and modernize county governments, this model relies on the best American experience and on the work of several score distinguished authorities.

It includes provisions for county powers, administrative organization, fiscal procedures, planning and the election process as well as a comprehensive introduction that is a "quick" education in the history, problems and prospects of county government in the United States.

If experts are right in believing that counties, especially those in metropolitan areas, will continue to grow stronger in functions and powers, this volume will be indispensable to civic leaders, officials, educators, libraries and all others concerned with government improvement.

Single copy \$1.50

Ten or more, 10% off

*Order from*

**National Municipal League**

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47 E. 68th Street, New York 21, N. Y.

## Tools for Achieving Better Government

Citizen groups often turn to the League for help in achieving better government in their locality. Listed below are some of the tools available to them:

### Campaign Pamphlets

Story of the Council-Manager Plan, 36 pages (1955)	\$.20
Charts: Council-manager Form, Commission Form, Mayor-council Form (17½ x 22½"), 50 cents each, set of three	1.00
County Manager Plan, 24 pages (1950)	.20
Forms of Municipal Government—How Have They Worked? 20 pages (1955)	.25
Facts About the Council-Manager Plan, 8 pages (1956)	.05
City Employees and the Manager Plan, 4 pages (1957)	.05
Labor Unions and the Council-Manager Plan, 8 pages (1957)	.05
P. R. [Proportional Representation], 12 pages (1955)	.05
The Citizen Association—How to Organize and Run It, 64 pages (1953)	.75
The Citizen Association—How to Win Civic Campaigns, 64 pages (1953)	.75
(The two pamphlets above may be purchased together for \$1.20)	

### Model Laws

Model Accrual Budget Law, 40 pages (1946)	.75
Model Cash Basis Budget Law, 42 pages (1948)	.75
Model City Charter, 173 pages (1941)	1.50
Model County and Municipal Bond Law, 54 pages (1953)	1.00
Model County Charter, 112 pages (1956)	1.50
Model Direct Primary Election System, 48 pages (1951)	1.00
Model Investment of State Funds Law, 23 pages (1954)	1.00
Model Real Property Tax Collection Law, 40 pages (1954)	1.00
Model State and Regional Planning Law (1955)	1.00
Model State Civil Service Law, 32 pages (1953)	.75
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